DOCUMENT RESUME

ED 290 475 IR 052 240

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TITLE	Guidelines for National Libraries.
INSTITUTION	United Nations Educational, Scientific and Cultural Organization, Paris (France). General Information Programme.
REPORT NO	PGI-87/WS/17
PUB DATE	Sep 87
NOTE	108p.
PUB TYPE	Guides - General (050)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Archives; Bibliographies; Centralization; Decentralization; Depository Libraries; Developing Nations; Guidelines; Interlibrary Loans; International Relations; Management Development; *National Libraries; Networks; Reference Services
IDENTIFIERS	*Library Development; *National Bibliographies

ABSTRACT

This report is designed to provide practical assistance to government officials and librarians responsible for the planning, creation, and development of national library services. Based on a number of authoritative studies and a broad consensus among experts, including directors of national libraries, these guidelines give special attention to the needs of developing countries and provide various options so that individual countries may select those best suited to their particular circumstances. The report covers the following topics: (1) national library collections, including national and foreign literature, legal deposit, and manuscripts; (2) the national bibliographic agency; (3) readers' services, including Universal Availability of Publications and of Information (UAP and UAI), centralization versus decentralization, reference and circulation, referral services, interlending, locating tools, repositories, services to the handicapped, and exhibitions; (4) conservation; (5) domestic relations, including training and research, networking, library associations, and national archives; (6) international relations, including exchanges, organizations, and programs; (7) status and management of national libraries; (8) buildings and equipment; and (9) libraries with dual functions. Final remarks summarize the responsibilities and discuss the importance of the national library. (CGD)

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Guidelines for national libraries

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General Information Programme and UNISIST

United Nations Educational,
Scientific and Cultural Organization

Paris, 1987

Original : English

PGI-87/WS/17
Paris, September 1987

GUIDELINES FOR NATIONAL LIBRARIES

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Recommended catalogue entry :

Sylvestre, Guy. -
Guidelines for national libraries / prepared by Guy Sylvestre /for the/ General Information Programme and UNISIST. -
Paris : Unesco, 1987. - iv, 102 p. -

I Guidelines for national libraries
II Unesco. General Information Programme and UNISIST

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PREFACE

For many years the General Information Programme of Unesco has produced guidelines and studies to help Member States develop national information systems, including libraries, information services and archives. The present document,which is part of this programme, aims at providing practical assistance to government officials and librarians responsible for the planning, creation and development of national library services.

This document has been prepared by Guy Sylvestre under contract with the International Federation of Library Associations and Institutions (IFLA). The initiative originally came from the Conference of Directors of National Libraries which, at IFLA's request, acted as executor of the contract.

Owing to the limited time allowed for the completion of this task, it was not possible to conduct yet another world-wide survey with a view to gathering the most up-to-date information on the policies, programmes, circumstances and plans of all national libraries. There is, however, enough information available in print to identify and analyze the traditional as well as the current status and functions of most national libraries and to draft the general guidelines which follow. The Introduction includes information on the most authoritative studies from which the author has benefitted in developing these guidelines. They rest on a broad consensus among experts, including directors of national libraries who wrote from extensive personal experience. Information technology evolves rapidly and there are recent developments whose impact has not been fully explored and which should be the subject of new guidelines to be developed later, as indicated here and in the text.

Special attention was given to the circumstances and needs of developing countries. In respect of all points discussed here, various options are given so that individual countries may select those best suited to their respective political, social and cultural traditions and

manageable within their financial constraints. These opinions relate to the variety, scope and levels of services to be offered in response to priority and other needs. The approach is flexible enough, it is hoped, to assist appropriate authorities in making responsible decisions based on the goals and aspirations of individual countries. The author has, however, attempted to distinguish between those tasks which are fundamental functions of national libraries, and those which are only desirable or optional. This should facilitate the establishment of priorities when making short or long term plans for the creation or development of national library services.

Furthermore, it is the intention of IFLA and Unesco to work on an additional document on national library and information needs and ways of meeting them, including the role of national libraries. In this companion volume, national libraries will be considered as an integral part of the national library system rather than as institutions in themselves.

The author is indebted to many colleagues who contributed to the authoritative discussion of the subject. The best books, documents and papers are listed at the end of each chapter as further readings on specific topics. The best general works are mentioned at the end of the Introduction. These lists constitute the bibliography of this study.

The author also wishes to express his thanks to those directors of national libraries who read and discussed the draft of these guidelines and made useful suggestions, several of which were incorporated in the final text, as well as to Miss Marianne Scott, National Librarian of Canada, who kindly agreed to have the text processed at the National Library ; to Mrs. Margo Wiper, who assisted with the editing and proof-reading, and to Mrs. Linda L'Heureux who processed the whole text on the mini-computer.

The designations employed and the presentation of the material throughout this document do not imply the expression of any opinion whatsoever on the part of Unesco.

Readers are invited to send comments, suggestions or requests for additional copies to the Division of the General Information Programme, Unesco, 7, Place de Fontenoy, 75700 PARIS, France.

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1. INTRODUCTION

1.1 With the exception of a number of national libraries in developing countries which perform the same minimal essential tasks, no two national libraries in the industrialized world have been assigned all the same functions, provide all the same services or enjoy the same status among the nation's cultural and scientific agencies. They differ from one another in so many respects that it would be futile to attempt to define the ideal national library and hope that such a definition would be accepted everywhere and be translated into similar institutions.

1.2 This diversity was made obvious in 1934 when Arundell Esdaile published the first general survey of the world's national libraries;[1] it was emphasized again at the UNESCO symposium on national libraries in Europe held in Vienna in 1958,[2] although an effort was then made to agree on "the tasks which every country should undertake both in its own interest and in order to retain its due place in the international network of cultural relations", as Pierre Bourgeois put it in the foreword of the account of this historical conference.[3] At the 16th General Conference of UNESCO held in 1970, the following definition was adopted:

> "Libraries which, irrespective of their title, are responsible for acquiring and conserving copies of all significant publications published in the country and functioning as a 'deposit' library, whether by law or under other arrangements. They will also normally perform some of the following functions: produce a national bibliography; hold and keep up to date a large and representative collection of foreign literature, including books about the country; act as a national bibliographical information centre; compile union catalogues; publish the retrospective national bibliography. Libraries which may be called 'national' but whose functions do not correspond to the above definition should not be placed in the 'National Libraries' category."[4]

This UNESCO definition excludes from the category such "national" libraries as the National Library of Medicine of the USA, however important is its national, and indeed international, role in one discipline, as

well as the "national" libraries serving one region or linguistic group of a country; on the other hand, it includes some libraries which although not officially so designated by name, such as the University Library of Helsinki, do in fact perform the duties mentioned in the above definition. The fact is that, in several developing countries, several of the national library functions are performed by the largest, and sometimes the only, university library which is the de facto national library when it provides several basic library services to the country at large and not only to its faculty and students (see para 9.2).

1.3 Since then, a number of surveys and studies have come out in which the authors have endeavoured to divide the national library tasks into those which are essential (those performed by most national libraries and without which a library should not be labelled national), those which are desirable and are in fact performed by most national libraries in the industrialized world, and those which are optional and are to be found in fewer national libraries. Most authoritative studies and surveys divide these functions as essential, desirable and not necessary, and there is a very broad consensus as to what tasks fall within one category or another. In a recent article on The Role of National Libraries: a reassessment,[5] Maurice Line argues that "the traditional concept of the role and functions of national libraries is in need of reassessment", and that "a radically revised categorization of functions" is also needed. This may be an overstatement: it would appear that it is not so much the functions themselves that have changed, but their respective priority and the means of delivering library services. Technological changes and new increased pressures from a larger and more diversified clientèle are bringing about changes in the methods used to acquire, store and organize library materials as well as to make them readily available to users; what is periodically changing, however, is more **how** libraries do things than **what** they do.

1.4 More recently, in an excellent and useful book, The Role of National Libraries in Developing Countries with Special Reference to Saudi Arabia,[6] Abdulaziz Mohammed Al-Nahari suggests that functions should be categorized "in terms of priority levels" rather that "in such absolute terms as 'fundamental', 'possible', or 'not necessary'. This change, it is

suggested, is more of a semantic nature than one of substance. In actual practice, the higher priorities would be assigned to those tasks which are deemed to be essential or fundamental, and the lower ones to those considered as optional or not necessary. The fact is that the list of functions proposed by Al-Nahari on the basis of priorities largely coincide with those suggested by other authors under traditional categories. What really matters, what should govern decision-makers in determining the nature and scope of services assigned to national libraries (or to some other libraries or institutions performing national library functions) is the importance and urgency of answering given needs in preference to others, or (to put it differently) the penalties of not providing some specific services to the nation and its citizens. The guidelines suggested here are related to national libraries, but some of them would be applicable to national library function assigned to, or performed by, other libraries or institutions when a country lacks the resources to create and finance a national library; in this respect, reference is made to chapters 10 and 11 where alternative solutions are discussed.

1.5 The functions covered by the guidelines suggested here are those on which there exists a very large measure of agreement. In addition to those already mentioned above, the most useful texts on the subject are K.W. Humphreys' article National Library Functions published in 1966 in the UNESCO Bulletin for Libraries;[7] Simeon B. Aje's survey, National Libraries in Developing Countries;[8] the Summary of Replies for 1978 Questionnaire on the Role of National Libraries;[9] the selections of writings on national libraries compiled by Maurice B. and Joyce Line, National Libraries;[10] the official policy statement approved unanimously by the Conference of Directors of National Libraries at the 1976 meeting in Lausanne, The Role of National Libraries in National and International Information Systems.[11] There are, of course, a great many more books, documents and articles on national libraries, their functions and services; the most useful ones will be referred to, as appropriate, as they provide additional information on specific aspects of the role of national libraries or significant programs of individual libraries.

1.6 The following guidelines take into account the fact that national libraries do not exist in isolation, nor should they be established and

developed without full recognition of the role of other related national institutions. They must be a central element in a nation's information network; they must also be in a position to participate effectively in co-operative schemes at the international level, at least those of a regional scope from which the nation can most benefit. In following these guidelines, full attention must always be given to the national and international context within which a national library is created or its services developed or modified. This is emphasized in the official statement of the Conference of Directors of National Libraries referred to above,[11] as well as in some standard works such as La planification des infrastructures nationales de documentation, de bibliothèques et d'archives by J.H. d'Olier and B. Delmas;[12] C.V. Penna's Planning of Library and Documentation Services (2nd ed. revised and enlarged by P.H. Sewell and Herman Liebaers);[13] the IFLA papers edited by Robert Vasper and Leone I. Newkirk, National and International Library Planning;[14] as well as in several UNESCO conferences and seminars, either world-wide[15] or regional.[16] In recent years, under its General Information Programme, UNESCO has issued several authoritative publications to which reference will be made later, as the Guidelines address either general policy questions (such as planning national information infrastructures) or specific matters (such as legal deposit, training, bibliographic standards, etc.); several useful guides have been issued also by IFLA.

1.7 Special attention will be paid to underlining the interrelationships, and in many instances the interdependence, between various library functions and services with a view to encouraging a coherent development of programmes. The respective mandates of national libraries and national archives will also be discussed in the hope that unnecessary duplication or fruitless rivalry between them could be avoided; their programmes should be complementary and there are areas where cooperation would be beneficial to both and to the nation. Such cooperation is even more important in countries with limited financial means and trained personnel. An effort will also be made to develop guidelines flexible enough to accommodate a large variety of situations and to facilitate reassessment as needs change, techniques evolve and human and financial resources improve. The world of information is indeed a dynamic one and new opportunities will arise in the years ahead from which libraries

ought to benefit. Whatever technological changes occur, most of the traditional national library functions must remain so that essential roles continue to be performed, such as ensuring the permanent preservation and availability of the nation's printed heritage and sharing of the nation's library collections by those who need them.

1.8 Means must be found of reconciling conservation and availability, for national libraries must serve present readers, and yet ensure that their collections will also be accessible to future generations. They are at the crossroads of time and space; they link successive generations across decades and centuries in the sharing of the nation's literary heritage, and they build bridges between peoples across provincial and national borders. Strong libraries are essential to the development and survival of democratic and progressive societies, the betterment of enlightened citizens, the promotion of scholarship and research. The services of the nation's libraries cannot be optimized without the leadership of a national library which, as K.W. Humphreys put it, "should be the prime mover in library matters and should be expected to be the leading library in all fields."[17] It is a matter of historical record that the role of a good many old national libraries has expanded in recent years as the needs of users have increased in volume, sophistication and urgency, and as technological changes have made the need for standards and coordination greater than ever before. Many older national libraries have accordingly enlarged their programmes, adopted new techniques (as also did other types of libraries) and have promoted the development of cooperative schemes and library networks, both nationally and internationally, for the sharing of bibliographic records and of the documents themselves. In recent years, usually after their access to political independence, many developing nations have established national libraries, as well as national archives, national museums, national theatres, etc. as visible manifestations of their nationhood. It is important to ensure, however, that these national institutions be more than symbols of their independence. A national library must be an active, dynamic organization capable of ensuring the satisfaction of the nation's cultural, scientific and social needs. It is in this spirit that the following guidelines have been drafted and are submitted to the consideration of directors and

staff of national libraries and of their political masters, as well as of government officials who are planning the creation of national libraries in countries where one does not yet exist.

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1 Arundell, Esdaile, National Libraries of the World. Their History, Administration and Public Services, London, 1934. A second edition revised by F.J. Hill, was published in London in 1957.

2 National Libraries: Their Problems and Prospects. Symposium on national libraries in Europe, Vienna, 8-27 September 1958, Paris UNESCO, 1960.

3 Id., p. 6.

4 Schick, F.L., The International Standardization of Library Statistics, in UNESCO Bulletin for Libraries, V.XXV, no. 1 (1971), p. 8-9.

5 Libri, vol. 30, no. 1 (1980), p. 1. See also National Libraries in a Time of Change, IFLA paper, Brighton, 1987, 15 p.

6 London and New York, Mansell, 1984, p. 2-3.

7 Vol. 20, no. 4 (July-August 1966), p. 158-169.

8 In M.J. Voigt and M.H. Harris, Advances in Librarianship, vol. 7, New York, San Francisco and London, 1977, p. 106-143.

9 In Development of Resource Sharing Networks, Networks Study No. 11, National Library of Australia, Canberra, 1979, p. 37-56. Also published in International Library Review, vol. 12, no. 1 (January 1980), p. 238-260. Questionnaire drafted and replies compiled by George Chandler, then National Librarian of Australia on behalf of the Conference of Directors of National Libraries.

10 London, Aslib, 1979 (Aslib Reader Series, 1). A second selection of texts will be published in 1987.

11 UNESCO Bulletin for Libraries, vol. 31, no. 1 (January-February 1977), p. 7-25. The principal author of the text is Roderick M. Duchesne, of the National Library of Canada. See also Wilson, A., Problems in Determining the Role and Function of the National Library, in Dudley, E., The Development of National Library and Information Services, London, Library Association, 1981, p. 12-37.

12 Paris, UNESCO, 1974.

13 Paris, UNESCO, 1970.

14 Munchen, Verlag Dokumentation Saur, 1976.

15 See UNISIST, Intergovernmental Conference for the Establishment of a World Science Information System, Final Report, Paris, UNESCO, 1971, and the principal working document for the Conference, UNISIST, Study Report on the Feasibility of a World Science Information System, Paris, UNESCO, 1971.

- Intergovernmental Conference on the Planning of National Documentation, Library and Archives Infrastructures. Final Report, Paris, UNESCO, 1975.

- Intergovernmental Conference on Scientific and Technological Information for Development. UNISIST II. Final Report, Paris, UNESCO, 1979.

16 Regional Seminar on the Development of National Libraries in Asia and the Pacific Area, in UNESCO Bulletin for Libraries, 18 (July-August 1964), p. 149-164.

- Meeting of Experts on the National Planning of Library Services in Latin America. Report, in UNESCO Bulletin for Libraries, 20 (November-December 1966), p. 278-295.
- Meeting of Experts on the National Planning of Library Services in Asia, Colombo, Ceylon, Final Report, Paris, UNESCO, 1968.
- Expert Meeting on National Planning of Documentation and Library Services in Africa, Tampala. Uganda, Final Report, Paris, UNESCO, 1971.
- National Planning of Documentation and Library Services in Asian Countries, in UNESCO Bulletin for Libraries, 28 (July-August 1974), p. 182-187.

17 UNESCO Bulletin for Libraries, vol. 20, no. 4 (July-August 1966), p. 169.

2. THE NATIONAL LIBRARY COLLECTIONS

2.1 The collections of the National Library may be more or less encyclopaedic in scope. In many countries, especially in those which cannot afford the coexistence of several large research collections duplicating one another, the National Library collections are normally the largest and the most comprehensive, although some strong collections may exist in other institutions in support of national services, either in specific subject areas (v.g. medicine, fine arts, etc.) or in respect of given forms of publication (v.g. sound recordings, films, etc.). They may be, in extreme cases, restricted to the national imprint, to foreign publications on the country, including translations of books by native authors and books published abroad by national authors (v.g. the National Library of Switzerland in Bern), or they may encompass publications in all forms from all parts of the world and in all subject areas (v.g. the Library of Congress in Washington, USA). One should not confuse the collection of national literature with the collection of the National Library; they may coincide (as in Switzerland), but generally the former is only part of the latter. The national literature is usually acquired through legal deposit (except for older materials published before the creation of the National Library), whilst foreign materials are acquired through purchase, exchange or gift. Legal deposit will be discussed later at some length for it normally requires special legislation and regulations. A special section will also be assigned to conservation, as it becomes increasingly obvious that without adequate preservation programmes, substantial parts of the collections would not be available to future generations of readers.

2.2 The collection of national literature

2.2.1 The UNESCO definition of national libraries and all books and papers written about national libraries are unanimous in stating that **the most fundamental task of a national library is to acquire, preserve and make accessible the publications of the country.** As indicated above, the collecting of some forms of library materials may be delegated to some other institutions (v.g. sound recordings, films, maps, etc.), but no library should be considered and designated as a National Library

unless it collects most of the country's printed heritage. National libraries do perform other functions, as is recognized by the UNESCO definition ("produce a national bibliography; hold and keep up-to-date a large and representative collection of foreign literature including books about the country; act as a national bibliographic centre; compile union catalogues; publish the retrospective national bibliography"), but the most essential task of national libraries, the one which more than any other makes them what they are, is that they "are responsible for acquiring and conserving copies of all significant publications published in the country".[1] Publications should be interpreted in the broadest sense and include non-book materials in the new media.

2.2.2 As will be emphasized later, the collection of national literature makes it possible to publish the national bibliography and to ensure the country's contribution to universal bibliographic control (UBC); to back up the services offered by other libraries which acquire such publications only selectively, and to contribute to the achievement of universal availability of publications (UAP), as well as to universal availability of information (UAI) through comprehensive reference services on the country's life and achievements. By ensuring the conservation of the nation's literature, either in the original or in microforms or in both, national libraries should also ensure that the two goals of UAP and UAI will be reached for generations to come and not only for present readers. These international roles and programmes are, of course, extensions of the national ones. National libraries must collect the whole of the national literature to ensure the preservation of this essential part of the nation's cultural and scientific heritage and to support the pursuit of studies and research on all aspects of the nation's activity as they are reflected in the written word.

2.2.3 **Ideally, the National Library collection of national literature should be as comprehensive as possible; it should include publications in all subjects, forms and languages** (except for some categories of printed material of a personal or commercial nature listed here-under). Publications include not only the traditional means of recording and communicating information in print, such as books, pamphlets, reviews, journals and magazines, newspapers, almanacs, year-books, maps,

including those issued by all levels of government (national, provincial, local), microforms, but also musical scores, sound recordings, films, videocassettes, educational kits, prints, and publications on demand (that is text stored electronically, copies of which are produced when requested). National libraries normally also collect manuscripts and typescripts, including theses, except for government publications which are usually kept by national archives (be they centralized or decentralized), or by the archives of many large institutions which maintain their own archives (churches, large business firms, universities and colleges, etc.). Some national libraries also collect medals, coins, stamps, stone inscriptions, but in most countries these are to be found in museums or archives. The fact is that collections policies vary from country to country, both in comprehensiveness and as to institutional mandates or practices.

2.2.4 **National governments should ideally ensure that, through legal deposit or otherwise, all publications in all subjects, forms and languages are acquired, preserved and made accessible by the National Library;** at times, this function may be performed by some other institution (e.g. the University Library in Helsinki, Finland), or partially delegated to an appropriate specialized institution for specific categories of materials (e.g. the Centre national de documentation in Morocco for government publications, cinematheques, etc.). There are, however, some categories of printed material which are not collected in most countries on the ground that they have no or very little research value and are not produced for general distribution: these include notices of meetings, commercial advertisements, invitations to weddings and funerals, call cards, calendars, timetables, blank books, picture books for children, etc., although some governments have some or all of these deposited in the national library or in designated regional archives by printers. When the human and financial resources available to a national library do not make it possible to collect all categories of publications, choices must be made, and national libraries, in fact, collect materials in the following order of priority: (1) printed material such as books, pamphlets, periodicals; (2) maps; (3) musical scores; (4) manuscripts; (5) photographs; (6) sound recordings; (7) films and videocassettes. This is not given as an order of priority, but one could assume that the actual

practise reflects a response to actual demands. It should be pointed out, however, that in many developing countries where a high level of illiteracy still prevails and where much of the culture is still transmitted by oral communication, a special effort must be made to acquire and preserve sound recordings, including oral history (when this is not done by the national archives).

2.2.5 Although the following categories of publications or texts are technically foreign in production, they are considered by most countries to be part of the national collection and a special effort is made to identify, locate and acquire them: (1) works published abroad by nationals, either in the original language or in translation; (2) contributions to foreign publications by national authors or artists, such as forewords or illustrations; (3) books or other publications dealing with the country or with a national subject; (4) foreign recordings of performances by national artists. It is virtually impossible for some countries to collect all such foreign materials with a national content owing to their sheer volume, but it is desirable to make the best effort in that direction if resources permit. To postpone such acquisitions is to make them increasingly difficult and costly as time goes by. This is also true of the national imprint, especially in large countries with a highly developed and diversified publishing industry, even where legal or copyright deposit laws are comprehensive. Experience proves that publications and other types of library materials (except manuscripts) when not currently acquired, eventually become increasingly difficult and costly to locate and to buy, and sometimes impossible to obtain except in microreproductions. Some publications listed in bibliographies and catalogues cannot even be microreproduced for no copy can be located anywhere. Accordingly, it is important that all countries make the best effort possible to acquire and preserve their national imprint as it comes out.

2.2.6 In many countries, it is possible for the National Library to acquire and preserve most of the total national imprint, but in some others it appears preferable to have some form of decentralization, at least for certain categories of material. Mention was made earlier of such a form of decentralization as the delegation of responsibility for govern-

ment documents to the Centre national de documentation in Morocco. Other forms of decentralization may be on a regional basis, such as the plans developed by the National Library of Canada to ensure the preservation of daily and weekly Canadian newspapers on a provincial basis, one library in each of the ten provinces agreeing to preserve the newspapers of the province either in the original or at least in microform. Nevertheless, the National Library of Canada collects all the principal newspapers of the country in microform. The 1958 Vienna Symposium on National Libraries in Europe recommended that "the national production should be preserved in its original form; microcopying, particularly of newspapers, should not be regarded as a justification for destroying the originals."[2] In fact, it is proving increasingly difficult, if not impossible, to preserve all newspapers in the original in countries where hundreds, even thousands are published, some in several daily editions and with variations of content on a regional basis. For a variety of reasons, historical or other, it may be practical in some countries to resort to some form of decentralization for the acquisition and preservation of some library materials; it should, however, be the responsibility of the National Library to ensure that the whole national production is preserved, either by itself or by some other appropriate institution; in every case the National Library should have a record of all national imprints and other library items as they are produced. At the Vienna Symposium on National Libraries in 1958, "it was agreed that the National Library had the ineluctable responsibility of acquiring the whole of the national production, but that in the case of ephemeral material (jobwork, commercial material) it should be free to make a selection and to eliminate any of it according to its own established principles... it retained full responsibility, in any event, for ensuring that the whole of the national production was conserved, whether stored in its own depots or in other institutions".[3] In any decentralized scheme, the national library should take the lead and coordinate the discharge of delegated responsibilites by the institutions involved.

2.2.7 This responsibility has been confirmed, and indeed further emphasized, as IFLA developed its Universal Bibliographic Control programme (UBC). This programme promotes the concept that each country should ensure that all national publications are properly recorded, so

that their existence is made known to people who may need them anywhere. More recently IFLA's Universal Availability of Publications programme (UAP) was established to ensure that, not only the bibliographic records, but the publications themselves are accessible to those who may need them at home or abroad. Both of these IFLA programmes are strongly supported by UNESCO and more countries are now ensuring that the national collection is acquired and preserved by the National Library. In his recent reassessment of the role of national libraries, Maurice Line reiterates the conclusions of the Vienna Symposium, with increased emphasis on the international availability of the national collection: "the central collection of a nation's information media, built up by legal deposit and in other ways, and including duplicates for purposes of loan and photocopy. Manuscripts of major national relevance and importance would also be included."[4] The extent to which national libraries fulfill their role as central collections of the nation's publications in all forms is described in the report of the survey conducted by the National Library of Australia in 1978.[5]

2.2.8 Although current publications are acquired through legal deposit, as will be emphasized in the following section, and in some countries such procedures have existed for centuries (since the Ordonnance de Montpellier of 1537 in France, the Danish law of 1623, the Swedish law of 1661, etc. the building of the collection of national literature dates back to the introduction of printing in many old countries), there are many other countries where publishing started well before the establishment of a national library, and where the assembling and conservation of the national literature entails a great number of retrospective acquisitions. These are usually acquired through purchase, but they may also be secured through exchanges and gifts. Whatever the means resorted to, it is a slow, difficult and costly operation, but it should be undertaken if there is to be a central collection of national literature for the benefit of present and future generations of users.

2.3 Legal deposit

2.3.1 The discussion of legal deposit is introduced here, immediately following the section on the collection of national literature, owing to the

interdependence between the two. True, legal deposit is also related to other objectives of national libraries, especially to the compilation of the national bibliography, but the consensus is that "the accumulation and preservation of a national collection of library materials of all kinds" is the first objective of any legal deposit law.[6] Since legal deposit has as its first objective the acquisition of library materials of all kinds, and since such acquisition is the first objective of national libraries, both are obviously of the highest priority. Government authorities planning the elaboration or revision of legal deposit legislation and regulations now have at their disposal authoritative guidelines developed by Jean Lunn and published by UNESCO following extensive discussion and consultation by directors and experts of national libraries under the auspices of IFLA. The guidelines accordingly enjoy a very high level of authority and this section is virtually a summary of the views expressed principally in this UNESCO document.

2.3.2 Legal deposit has been defined as "**the requirement, enforceable by law, to deposit with one or more specified agencies copies of publications of all kinds reproduced in any medium by any process for public distribution, lease, or sale**".[7] Owing to the fact that it is a law enforced by the state and that it normally provides for penalties for non compliance, legal deposit legislation and regulations must clearly define all key words used, state the objectives of the law and leave no doubt as to what should be deposited, where and in what quantities, exceptions to general provisions being also clearly spelled out. A poorly written law would be difficult to enforce and could lead to time consuming and costly discussions with publishers and printers and indeed to unnecessarily protracted litigation. Owing to the great variety of social, economic and political systems to be found around the world, and to the resulting variety of legal systems, it is impossible, as Jean Lunn points out, to draft a legal deposit law (and regulations) that could be copied by most countries; it is however, possible to suggest, as she does, the points that should be covered in such legislation, each country resorting to "a form of its own choice",[8] in order to reach the goals on which there exists a very broad measure of agreement.

2.3.3 In her Guidelines, Jean Lunn suggests:

"1) that every deposit law have as its first objective the accumulation and preservation of a national collection of library materials of all kinds;

2) that the next objective should be publication of the national bibliography, if or when possible;

3) that other objectives such as statistical control of publishing or the enrichment of the country's libraries may be added;

4) that all objectives be clearly stated;

5) that the requirement to deposit be justified by a full explanation of the value of the objectives".[9]

It has already been emphasized that the first objective - to build a collection of the national literature - is the first goal of a national library for it is clearly in the interest of any country's citizens that their literary heritage be available for study and research. Legal deposit also facilitates the compilation of the national bibliography, as will be further emphasized later in the section dealing with the national bibliography. Since the collection of the national literature and the coverage of the national bibliography should be as comprehensive as possible, it follows that the scope of legal deposit, which is the most efficient means of ensuring both, should also be extended to all categories of library materials that can be handled with the resources available.

2.3.4 Normally, the scope of legal deposit should coincide with that of the collection mandate of the National Library. **Ideally, all publications in all formats should be acquired under legal deposit, included in the national bibliography and organized in such a way that they can be made available to readers.** It is suggested that, should a given national library (or other depository) not have all the staff necessary to process and service all that is published in the country, it would nevertheless be advisable to extend the application of legal deposit to all, or nearly all kinds of publications; hopefully, additional staff may be available later to process accumulated backlogs of deposited materials; on the other hand, copies of a great many publications not acquired at the time of publication may never be located at a later date, or would have to be purchased at a much greater cost. With the exception of such printed

products as will be mentioned in the next paragraph, legal deposit should accordingly be as comprehensive as possible. A special difficulty exists in respect of works produced on demand for the electronic text can be destroyed when it is no longer commercially profitable or modified periodically (which amounts to new editions). The problem has been identified but national libraries will have to develop policies and procedures to assure the preservation of such works. The many recent developments in the production and distribution of publications, especially non-book materials, electronic publications and computer software should lead to a thorough review of legal deposit; in the meantime, the existing guidelines remain very useful.

2.3.5 Legal deposit laws and regulations should cover the whole of the national imprint, that is all publications in all forms produced in the country for general distribution, whether the author is a national or a foreigner. These include books, pamphlets, periodicals, newspapers, serials, music scores, maps, sound and visual recordings, phonograph records, tapes, films, slides, micro-publications, including all such publications produced by governments, but usually excluding private publications of a confidential nature not released for general distribution (these may be sought as gifts, however), as well as printed materials consisting mainly of blank paper. Some countries cover all imprints of all types in their legal deposit laws, including trivia deposited by printers, but most countries restrict legal deposit to materials released for general distribution by publishers. Some laws and regulations provide for the deposit of specific categories of publications ex officio, and for selectivity within certain categories at the discretion of the depository. Dr. Lunn mentions as examples of selectivity, that "it should be possible to require deposit of certain leading newspapers without having also to claim every newspaper in the country (other than first issues for the national bibliography)", or of annual reports of selected major industries and business firms without claiming such reports from minor firms.[10]

2.3.6 To sum up, legal deposit laws should preferably be comprehensive, but they should ideally be supplemented by regulations which authorize the depository to exercise judgment in claiming some categories of materials only selectively and indeed in not claiming certain categories

at all for the time being. There should be no doubt about the authority of the legislator to subject all categories of publications to legal deposit, nor about the discretion given to the depository to be selective in applying the legislation to specific types of publications. A good illustration of both points is the all encompassing definition of the book for purposes of legal deposit in the *National Library Act* of Canada as "library matter of every kind, nature and description and includes any document, paper, record, tape or other thing published by a publisher, on or in which information is written, recorded, stored or reproduced",[11] whilst the same act also provides for the adoption of regulations respecting the quality of the copies to be deposited when all are not uniform quality; the deposit of only one copy, instead of the normal two, of certain classes of books; or the type of publications not required to be deposited unless specifically requested.[12] It is suggested that such flexibility is desirable and that legal deposit should no longer be used as a means of censorship and control as provided for in earlier laws which required the deposit of all that was printed, irrespective of its nature and value. Flexibility may exist in respect of such a large variety of categories of publications that only a few examples may be cited here. For instance, when all books and pamphlets are requested, in many countries all new impressions are to be deposited, but in many others new editions are to be deposited only when the text has been revised, corrected, enlarged or abridged. Similarly, some countries require the deposit of all phonograph records and sound recordings, whilst in others the deposit is limited to those which have a national content (composer, conductor, artist, director, etc.). Some countries have not subjected government publications to legal deposit and have adopted administrative regulations to have them deposited either with the national library or with a specialized documentation centre (e.g. Morocco).

2.3.7 Whatever the scope of legal deposit legislation, a great many variations exist in respect of requirement within certain categories of materials, the number of copies to be deposited, the depositors and the depositories, and other administrative arrangements. Normally, the scope of legal deposit should coincide with that of the mandate and policy of the national library in the areas of collections, bibliography and services. However, in some countries, it is also used to build up collections of na-

tional literature in some other libraries and to support a programme of international exchange of publications. Unfortunately, it would appear that it is also used in a few countries for control and censorship. But, in most countries it is applied in support of the basic objectives only, and is not too much of a burden for publishers, a great many of which admittedly have limited financial resources.

2.3.8 Although the depository is in most cases the national library, there are some exceptions. For instance, in Spain publications are deposited with the Directorate of Archives and Libraries which, however, deposit copies with the national library; or in the USSR, with the Union Book Chamber. In both countries additional copies are deposited elsewhere: with provincial legal deposit offices in Spain and with the Book Chambers established in the various Soviet republics. A combination of centralization and decentralization also exists in the United Kingdom where the British Library receives everything, whilst five secondary depositories receive what they select. These are the Bodleian Library of Oxford University, the Library of Cambridge University, the Library of Trinity College in Dublin, Eire, and the national libraries of Scotland and Wales. That the library of a country should receive copies of publications of another country is a rather extraordinary incidence: when Eire became an independent republic in 1921, the right of Dublin's Trinity College to claim copies of British books was maintained; in return, the UK copyright libraries receive Irish publications. A form of decentralization also exists in Italy, where the National Central Libraries in Rome and in Florence benefit from universal deposit, whilst the main public libraries in the various provinces receive a copy of the items published in the province. It would appear that, whatever other arrangement may exist for the management of legal deposit and for the decentralization of part of the national production on a regional basis, every country with a national library ensures that the latter receives a copy or copies of all that is published in the country, so that the integrity of the national collection is maintained. Of course, in most countries, this is ensured by assigning to the national library the management of legal deposit.

2.3.9 Whether deposit is restricted to a central depository or is decentralized, the number of copies to be deposited also varies considerably

from country to country, depending on the objectives pursued and on the degree of independence or control of the publishing industry by the government. In socialist countries where the government manages or controls publishing, more copies are required to be deposited than would be possible in countries where most publishers are private institutions; to request too many copies from firms depending on sales for their survival would not appear to be fair. This is recognized, for instance, by countries which have established a clear distinction between the number of copies to be deposited by private publishers (v.g. two in Korea, three in Nigeria) and by government agencies (40 and 25 respectively in the same countries). In most countries, however, private publishers and government agencies are required to deposit the same number of copies. This goes from only one in Australia, Burma and Guatemala to the six already referred to in Britain, six in Israel, seven in Sweden, four in France, etc. When deposit is restricted to one depository only, normally the national library, the number is usually two or three copies, one for conservation, one for use, and sometimes one for the national bibliography. There are also variations in number depending on the category of publications (e.g. in Sweden, seven for books and pamphlets, only three for newspapers; in Austria, up to five for books and pamphlets, up to ten for periodicals) or on the price of a publication (e.g. fewer copies of deluxe edition are requested in France, Canada, Belgium, etc.) when to deposit the maximum number of copies would be an unfair financial burden.[13]

2.3.10 All these variations are explained by the variety of objectives pursued through legal deposit, which in turn are largely explained by political, social and economic traditions, and each country must decide on the modalities of its own legal deposit legislation. In any case, Dr. Lunn suggests, "a reasonable minimum would appear to be two copies",[14] it being understood that the requirement could be reduced to one for some material (v.g. expensive deluxe editions published in limited editions, or films). Normally, microforms are governed by the same rules as are books and pamphlets, whether they are reprints of existing publications or original works published only in microforms; however, in some countries where there is a very limited market for microreproductions of any format, it may be unadvisable to require their

deposit when the micro-publisher may need the financial support of the National Library or of some other appropriate agency to maintain his operation. Exceptions to general rules should be permitted in legal deposit laws and regulations when their strict and uniform application may be counter-productive. It is accordingly suggested that the ideal situation is one where the law spells out the principles, objectives and general dispositions of legal deposit, whilst regulations (which are more easily modified as circumstances require than are laws) deal with details of application of the law to specific categories of materials regarding which requirements may vary.

2.3.11 Finally, a few unrelated points are added here for the information and consideration of those responsible for the enactment or management of legal deposit legislation: (a) although some items are normally collected by museums, such as medals, coins, and stamps, it may be desirable, when no museums exist, to have these collected by the national library and, to assist in this operation, to include them in the coverage of legal deposit; (b) although the depositors are normally the publishers and printers of the country, some states (v.g. Belgium) also require native authors to deposit copies of their books published abroad, the same objective, however, is achieved in many countries on a voluntary basis; (c) legal deposit does not apply to intergovernmental organizations which enjoy extraterritoriality, but some such international bodies do deposit on a voluntary basis - consequently, these publications are not to be covered by the national bibliography, unless the national bibliographic agency so decides voluntarily (v.g. the Bibliographie de la France covers UNESCO and OECD publications); (c) hard copies of publications stored in computers and produced on demand should be subject to legal deposit when they are available to the public but not when they are only for the internal use of the staff of an institution (in which case they are an archives); (d) publishers and printers, as the case may be, should be encouraged to supply biographical information about authors (his or her nationality, identity of authors using a pseudonym, etc.), but it is difficult to make this mandatory in all cases; (e) depositors should be responsible for ensuring that library materials are received undamaged by having them well packed; (f) the legislation should provide for a time limit for deposit - some laws specify delivery before sale or distribution,

other allow up to four months, the most common delay allowed being one month, - as well as for penalties for non-compliance, usually in the form of fines which should be great enough to induce publishers to comply in order to ensure that the national collection and the national bibliography are as complete as possible; to obtain proof of compliance, depositors should be entitled to receive receipts if they want them; (g) it is suggested that materials shipped for legal deposit be post free and that this be made clear by law or by regulations; (h) in a few countries, copies deposited under the copyright law are received by the national library (v.g. USA, Australia), but deposit is not a condition of copyright and, as Dr. Lunn suggests, "logically there is no reason why legal deposit for libraries should have any association with copyright".[15] For further information and advice on basic and secondary aspects of legal deposit, Dr. Lunn's guidelines are the most authoritative and up-to-date general document to consult and use. The smooth enforcement of legal deposit requires close and friendly relations between depositors and depositories, and publishers should understand that it is in their interest that their publications be part of the national collection and be listed in the national bibliography.

2.4 Collections of foreign literature

2.4.1 As we saw, national libraries collect the national production comprehensively. However, no national library can any longer, nor indeed should attempt to acquire comprehensively the literature of the world. Here, selectivity is the rule of the game and acquisitions of foreign materials vary in scope and size from the minimal (the Swiss National Library in Bern only acquires foreign material related to Switzerland) to the most ambitious (the Library of Congress in Washington attempts to acquire all foreign publications of some importance in all subjects from all parts of the world). Between these two extremes all possible variations are to be found. The most complete survey of these variations was conducted and published by the National Library of Australia, on behalf of the Conference of Directors of National Libraries, referred to earlier.[5] The survey indicates the variety of disciplines in which national libraries collect publications of diverse types, but provides no information on the degree to which they collect such material nor on the rationale for their policy.

It shows that national libraries collect more in the humanities and the social sciences (literature, the arts, music, law, etc.) than in science and technology (including medicine and engineering). These acquisition policies are influenced by the size of the budget, the level of literacy and the size of the population served, the national priorities in the fields of teaching and research, the availability of other collections, either encyclopaedic or specialized, in the other libraries of the country. The acquisitions policy of the national library should also be determined by geography and communications in as much as they facilitate or impede access to given resources (for instance, interlibrary lending cannot be an important element of the information services unless there are adequate transportation and postal services). In several areas of the world, collecting policies are also affected by the availability of research collections in neighbouring countries (v.g. in Scandinavia where collecting responsibilities have been divided between the national libraries of the four countries).[16] Many countries simply count on the availability of some documents from a major foreign source, such as the British Library Document Supply Centre in Boston Spa.[17]

2.4.2 All these factors, domestic and international, influence the decisions regarding the degree of centralization and decentralization that is desirable in the country, which, of course, has a direct effect on the collecting policy of the national library. The policy is also affected by such factors as whether or not the national library also serves as the main public library of the capital where it is located or only as the principal back-up reference or lending library of the country. When deciding on the acquisitions mandate and book budget of the national library, governments and directors of national libraries must and do take into account all these factors, as well as other relevant national priorities, such as the principal areas in which they wish to promote research and what other countries and cultures they wish to maintain or develop close links with. One field in which national libraries, regardless of other considerations, should have a strong reference collection is bibliography, including published library catalogues and indexing and abstracting services, so that it may be able to assist researchers, directly or through their own library in identifying and locating items relevant to

their research projects, whether they may be available in the country or are to be borrowed from abroad.

2.4.3 In most industrialized countries, the national library acquires and maintains large collections of foreign literature in most fields of research, although in several countries some disciplines are covered by specialized documentation centres. Most developing countries, on the other hand, lack funds to attempt to build comparable encyclopaedic collections especially when they also manage provincial public libraries for which many copies of the same titles must be bought. The continuing publishing explosion throughout the world and the constantly increasing cost of retrospective material make it necessary for these countries to be highly selective. In science, medicine and technology, current serials and monographs are very expensive and in some disciplines become obsolete within a few years, or at least in limited demand. Fortunately, there are now some international indexing and abstracting services which supply papers on demand, which can contribute to reducing the cost of acquiring and storing large collections of scientific literature in all disciplines. There is no doubt that the quantity of papers and other documents stored and communicated electronically will continue to increase in the future, and the dilemma facing us is that such text will be **technically** more easily accessible and **economically** less available, especially in developing countries. On the other hand, literature in the social sciences has a somewhat longer life expectancy, and in the humanities a good many increase in interest and value with time. An increasing number of books and periodicals of the past are now available in reprints, and an even larger number in microforms. It is now possible to acquire good collections of earlier publications for a fraction of what it would cost to buy original copies of these publications, a great many of which are not available in any case. Be that as it may, most national libraries do not have sufficient funds to acquire, catalogue, store and make available all the publications required to satisfy the needs of the nation, whether they serve only as a reference library or they also lend material on interlibrary loan. As a rule, other libraries in the country cannot either meet all the needs of their readers; it follows that it is desirable that the resources of the principal libraries and documentation centres in the country be coordinated and the national library is best

suited to promote and monitor the implementation of a national acquisitions plan, although in some countries the collections are so poor that for such a plan there should be substituted programmes aimed at facilitating access to foreign resources.

2.4.4 A national acquisitions plan can be more or less decentralized depending on the existence of other research collections, usually in university libraries and major specialized documentation centres. The national library participates in such plans and has usually the largest collection in the country. It also participates in regional plans (the Scandia Plan in Scandinavia, the plan of the Deutsche Forschungsgemeinschaft in the Federal Republic of Germany,[18] the South East Asia Consortium (Indonesia, Malaysia, Philippines, Singapore, Thailand),[19] etc. and, to do so effectively, it must be equipped and prepared to serve as the main lender to participating foreign libraries as well as be the main borrower of foreign material for national readers. Just as it should play its role in international consortia, **the national library should coordinate a national acquisitions plan to ensure that as many research collections as possible are complementary, or that there is as little unnecessary duplication as possible, so that the best use is made of the collective funds available, as well as of the human and physical resources.** In some countries, the coordination is effected by a government agency (the Federal Republic of Germany) or by the research libraries themselves (the USA). This implies that surveys of research collections are conducted and up-dated, usually by the national library. Several cooperative acquisitions plans have been developed over the years, based on the delegation of responsibilities for specific areas to participating libraries; however, one of the shortcomings has been the lack of monitoring of their implementation. The Conspectus methodology recently developed by the Research Libraries Group in the USA is an ambitious and sophisticated solution to keeping information up-to-date on the size and currency of research collections of some 35 North American libraries. The data are organized according to the Library of Congress classification and are input and available on-line. The evaluation of the strength of collections remains largely subjective, however, and it is usually not possible to determine how much of a collection consists of traditional print media or of non-book materials.

Some countries, or groups of countries in a region, may wish to explore the desirability of adopting or adapting such a methodology, or a simplified version thereof.[20]

2.4.5 The needs of the nation's researchers should be met as much as possible without excessive dependence on foreign sources. More will be said later on the services based on these cooperative acquisition plans, both at the national and at the international levels; they are mentioned here for any participation in these has an impact on the nature and scope of the national library collection of foreign literature. National libraries are also in a unique position to acquire foreign publications (especially government documents) through exchange and to attract gifts from both domestic and foreign donors. There are many models for national acquisition plans and the place national libraries occupy within them varies accordingly.[21]

2.4.6 It is not possible, as a consequence, to provide guidelines of general application, except to say that ideally national library collections should not unnecessarily duplicate other collections of foreign literature (which means that there should be duplication when material is in high demand and cannot reasonably be provided to all users from another library which has to serve its own clientele) and that they should preferably concentrate on areas for which there is a demand and which are not well covered by other libraries and documentation centres. These concentrations on given subjects or languages vary from country to country and the national library collections should be influenced by users needs more than any other factor and by the context within which the institution functions. In any case, in the area of collection development on a nation-wide basis, as well as in many other areas as will be seen later, the national library should be, as K.W. Humphreys put it, "the prime mover". The services provided on the basis of these collections will be discussed later and the collections policy of the national library - as well as the scope of a national acquisitions plan - should be service-oriented and governed principally by the priority needs of the country's library users. It follows that it is necessary to monitor demands and to give priority to those disciplines where the greater demand is statistically established.

2.5. Manuscripts

2.5.1. At the 1958 Vienna Symposium, national library directors agreed that **"the conservation of contemporary manuscript documents of national importance is one of the functions of the national library"**[22]. The survey conducted in 1978 by the National Library of Australia confirmed that this function was performed by most national libraries in all areas of the world.[23] Al-Nahari concluded from this recent survey that "collecting, preserving and organizing the country's manuscripts" was one of the high priority functions of national libraries.[24] The nature and scope of the manuscripts collections vary, however, from one national library to another, either as a result of long traditions or the existence of other institutions equipped to participate in the preservation of this important part of the national heritage. The situation varies considerably between large and rich countries where many institutions acquire and preserve manuscripts and other archival materials (national library, national archives, provincial libraries or archives, municipalities, universities, churches, etc.) and small recently independent countries where sometimes, one or few repositories undertake such a mission. Decentralization of responsibilities can be on a geographical basis, especially in large countries with regional as well as central governments (the USSR, the USA, Canada, Australia, etc.), or by categories of material (literary manuscripts, music, governmental or institutional administrative archives etc.) or both. There are few exceptions to the rule that public records are normally kept by archival institutions (national archives, provincial archives, local archives); on the other hand, personal papers of national significance are usually the responsibility of the national library although in many countries one finds the papers of major writers, composers, statesmen and other historical figures in many repositories of all kinds to which they were bequeathed at one time or another. There is no general rule, but it appears that there is a larger degree of centralization in the smaller countries, particularly when there is also a larger degree of centralization of the political and administrative structure.

2.5.2. While in most countries, the collecting of governmental archives is clearly the responsibility of the national archives (although in some

countries individual departments, ministries and agencies keep their own records), the responsibility for personal papers is mostly assigned to national libraries. Governments should also ensure that friction is avoided between national libraries and national archives regarding the acquisition of other types of archives, such as those of cultural, education, business, labour institutions, etc., and a consultative mechanism is established to ensure that libraries and archives resolve conflicting views regarding certain types of materials not clearly assigned to the one or the other. Conflicts may also arise between the national library and local and private institutions regarding the acquisition of papers of importance; in France, legislation gives to the national library a "droit de préemption" (pre-emption right) regarding material deemed to be of national significance and of concern to the state, but in most countries, the national library acquires such collections or items through consensus and good-will. Whether it is possible or not to legislate that all papers be deposited with the national library or the national archives, as the case may be, depends on the degree of authority enjoyed by the central government over the disposal of private property. All states should hopefully ensure, however, that important papers are preserved, irrespective of the kind of political system in place.

2.5.3 Furthermore, it is highly desirable that national libraries keep records of holdings of manuscripts and other archival materials held by other depositories throughout the land so that researchers could be directed to the documents they need, wherever they may be kept. In countries where private property is sacred, private papers may be kept by families which can restrict access to them, but national libraries should then make every effort to ensure that these are eventually deposited with a responsible institution, especially when they are of historical significance. Finally, States should also legislate or regulate the export of archival material of national significance in order to ensure that no important parts of their national heritage leave the country unless so decided after careful review by experts. In the case of library materials, review panels normally include the director of the national library or his representative. The national library should have the mission of preserving the manuscripts and other unpublished documents of national importance, the safeguarding of which has not been assigned

to the national archives, just as it has the responsibility for preserving the national printed heritage.

2.6 It is suggested that

1. **National libraries collect the total national imprint, including text stored in new formats; exceptionally, the preservation of some categories of materials may be delegated to some other appropriate institution;**
2. **National libraries should acquire current national publications in all formats through legal deposit;**
3. **National libraries should endeavour to acquire retrospective national imprints through purchase, exchange or gifts;**
4. **National libraries should acquire collections of foreign literature, either to provide encyclopaedic reference and lending services to the nation's researchers and readers, or to supplement existing research collections in other libraries of the nation;**
5. **National libraries should promote, monitor and participate in a national acquisitions plan in order to avoid the unnecessary duplication of little used material and to maximize the use of human, financial and physical resources available by ensuring that most research libraries complement one another as much as possible; this involves the conduct of inventories of collections and of surveys of users' demands;**
6. **National libraries should collect manuscripts and other archival materials of national significance other than public records which are the responsibility of national archives;**

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1 UNESCO.
2 National Libraries..., Symposium, p. 112.
3 Ibid., p. 34.

4 Maurice B. Line, The Role of National Libraries: A Reassessment, Libri, vol. 30 (1980), pp. 14-15.
5 In Development of Resource Sharing Networks, National Library of Australia, Canberra, 1979, pp. 41-43.
6 Jean Lunn, Guidelines for Legal Deposit Legislation, Paris, UNESCO, 1981, (PG1-81/WS/23), p. 3.
7 Lunn, p. 1.
8 Lunn, p. 25.
9 Lunn, p. 3.
10 Lunn, p. 11.
11 Canada, Statutes of Canada, 17-18 Elizabeth II, ch. 47: *National Library Act*. See also Pinion, Catherine F., Legal Deposit of Non-book Materials, Wetherby, British Library, 1986, 154 p.
12 Id. Section 11(3).
13 Lunn, Id. pp. 12-13, 21. Also Bjerregard, Estrid. Legal Deposit - Purpose and Scope in Modern Society, in Libri, vol. 23, no. 4, p. 337-343.
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23 Development of Resource Sharing Networks, p. 42.
24 The Role of National Libraries... p. 42.

3. NATIONAL BIBLIOGRAPHIC AGENCY

3.1 The national bibliography

3.1.1 As has already been emphasized in the previous section, **there are very close inter-relationships between the collection of national literature, legal deposit and the national bibliography.** Legal deposit is a means to an end and all authorities in the matter maintain that if the acquisition of a comprehensive collection of national literature is its first objective, the second is the compilation and publication of the current national bibliography. In order to facilitate access to publications, it is necessary to bring them first under bibliographic control. This was emphasized at the International Congress on National Bibliographies held by UNESCO in 1977, at which there were several recommendations adopted which have had a major impact on the production of national bibliographies in recent years. The Congress defined the objectives, functions and basis of "an international framework for the national bibliographic agency" and gave unprecedented impetus to the development of international standards to facilitate the exchange of manual or computerized bibliographic records between nations.[1] As in the case of legal deposit, there have been developed and promulgated Guidelines for the National Bibliographic Agency and the National Bibliography, prepared by the IFLA International Office for UBC and published by UNESCO.[2] Most of this section is inspired by this authoritative document.

3.1.2 The **"national bibliographic agency"** is normally not a separate institution, (there are a few exceptions, such as the Instituto Biliographico in Spain); **it is almost invariably a division of the national library.** Since its primary function is the compilation of the national bibliography, it is preferable that it administers the legal deposit and has full control over the accession of the national imprint. The "national bibliographic agency" is not organized in the same way in all national libraries, nor located at the same place within the library structure; what matters is that it performs the essential functions expected of it and is given the necessary human and technical resources to do so. Libraries have for a very long time catalogued their collections, including

their collections of national literature, and in doing so have provided bibliographic access to their own resources. A good many national, and other large libraries have published their catalogues, thus listing what they had to offer not only to local users, but also to a national and international clientele. Some of these are the Library of Congress in Washington, the British Library in London, the Biliothèque nationale in Paris, the Research Collections of the New York Public Library, etc. These catalogues are indispensable bibliographic tools and they are used in libraries in all parts of the world, as are also the published "union catalogues" which provide the key to the collections of the main libraries of a country, such as the Library of Congress National Union Catalog, or are international in scope, such as the previously mentioned ESTC or the Gesamtcatalog der Wiegendrucke,[3] etc. None of these, however, are substitutes for comprehensive authoritative current, published national bibliographies (some are also available on tape and are machine readable), each being an indispensable contribution to universal bibliographic control. The long term UBC programme, sponsored by UNESCO and IFLA, is aiming at a major international library objective - the world-wide control and exchange of bibliographic information; this presupposes that all national bibliographic agencies compose a network based on the acceptance of the same basic functions and of the same minimal standards. There are all sorts of other bibliographies, retrospective and current, designed to meet the special needs of given groups of users; it is, however, the responsibility of the national bibliographic agency to create and distribute the source records of all publications produced in the country.[4]

3.1.3 Whatever other functions it may perform, **the national bibliographic agency should have as its first priority the compilation and publication of the current national bibliography.** It is of the first importance that the staff of the national bibliographic agency be of the highest competence in order to ensure that the bibliographic records of the national imprints are both accurate and detailed enough. These source records are normally considered to be the authoritative records for the publications covered and, as they are distributed nationally and internationally, they are extensively copied in the catalogues of libraries which have acquired the publications thus described. This "copy cataloguing" (as

opposed to original cataloguing) saves a great deal of time and costs, so that it is important that the source record be of high quality. The current national bibliography is tomorrow's retrospective bibliography, it should accordingly be produced in such a way that the records it contains and disseminates are of permanent value. The cumulated national bibliography is the key to the nation's publications and as such is an essential tool for all who do research on virtually all aspects of the country's history.

3.1.4 For these reasons, **the national bibliography should also be as comprehensive as possible.** This should be easier to achieve in small countries with a small publishing output, but even the larger countries with very large publishing outputs do attempt to cover most publications, although some material of limited research value may be excluded: in some such cases, there may be an abbreviated record in the library's catalogue (manual or computerized) but it is not always included in the published national bibliography. In most countries, the coverage of the national bibliography coincides (more or less) with that of legal deposit. The survey conducted by the National Library of Australia referred to above, showed that the coverage of national bibliographies was as follows: monographs, 44; new periodicals, 43; government publications, 27; maps, 24; newspapers, 23; theses, 18; musical scores, 16; sound recordings, 6; with fewer listing of films, videorecords, microforms, educational kits, prints, posters, etc. Other surveys reveal some variations, but generally confirmed the Australian one.[5] It should be emphasized that, as the 1977 International Congress recommended, the national bibliography should cover publications in any language (and not only in the official language(s)) and that the records should be in the language of the publication. Some national bibliographies include publications of national authors published abroad, some even include records for publications in the official languages of the country published elsewhere, and some also cover publications about the country published anywhere; it is suggested that, in such cases, it would be preferable to group these records into separate sections which would supplement the national bibliography which is basically meant to cover the national imprint. If not listed separately, the records for these foreign publications should be identified as not belonging to the national imprint, by using an

asterisk or any other appropriate symbol. Be that as it may, the published national bibliography should be preceded by an introduction in which the coverage of the national bibliography is clearly described and the inclusions and exclusions fully explained.

3.1.5 The introduction should also mention the frequency of the publication, explain the arrangement of the information, include lists of abbreviations and special terms (with their definitions), cataloguing rules followed, outline of classified arrangement (if any), description of the filing system and list of indices produced. The title page should include (1) the title of the bibliography, (2) the period which the issue covers, (3) the place of publication, (4) the name of the publisher, (5) the date of publication. The verso of the title page should include copyright statement, cataloguing-in-publication entry, subscription rate. Hopefully, it will be printed on an internationally accepted paper size (preferably A4). It is important that national bibliographic agencies when publishing national bibliographies (and other publications) follow accepted international standards; as they have an important role to play in developing and promoting standards, they should practice what they preach.

3.1.6 There are, however, some countries where the resources allocated to the national bibliographic agency are not adequate to fully catalogue all the national publications. Regretfully, some publications deemed to be of lesser importance must be excluded, or covered only by abbreviated records. Naturally, in such cases one always hopes that increased human and financial resources would make it possible at a later date to include categories now excluded and to up-grade abbreviated records; however, experience shows that as publishing tends to increase gradually in most countries, such catching up is rarely possible. It is suggested accordingly that governments allocate to the national bibliographic agency the resources required to give full treatment to most publications of any category. There is no internationally accepted cataloguing code, but three sets of rules are used in many countries: the (1) Uniform Rules developed by the USSR Cataloguing Committee and used in the USSR and some other East European countries; (2) the Regeln Für Die Alphabetische Katalogisierung (RAK) used in most

German-language countries; (3) and the most widely used Anglo-American Cataloguing Rules (AACR2), used not only in English language countries, but also in many other countries in Latin America, Scandinavia and Asia. There are also a number of national codes which are not always compatible with any of the international ones.

3.1.7 Fortunately, the ISBDs (International Standard Bibliographic Descriptions) have been developed in the last twenty years, within the IFLA UBC Office, and these have been incorporated in many international and national cataloguing codes so that there is now a much higher degree of standardization than before in the creation of the comprehensive description of publications within the bibliographic records. A general ISBD was first developed, and then specific ISBDs for monographs (ISBD(M)), serials (USBD(S)), non-book materials (ISBD(NBM)), cartographic material (ISBD(CM)), printed music (ISBD(PM)), older books (ISBD(A)). Other standards promulgated and widely used in bibliographic descriptions are the ISBNs (International Standard Book Number) and the ISSNs (International Standard Serial Number). The ISBN and the ISSN are efficient and time-saving means of identifying and retrieving publications; more will be said later on these international schemes. **The standardization of bibliographic descriptions contributes to reducing cataloguing costs at home and abroad and to expediting the provision of library services to users.** Whether they still buy catalogue cards or copy entries from printed bibliographies or bibliographic data banks, libraries can incorporate data in their own catalogues with no or few variations or additions.

3.1.8 Standardization is even more crucial for libraries which maintain machine-readable catalogues. Many national bibliographic agencies now produce national bibliographies in machine-readable form and can offer additional services which will be described later. In order to create these machine-readable records and to exchange them between mechanized systems national formats have been developed for the machine processing of records (LC/MARC, CANMARC, MARCAL, etc.), and it soon became obvious that to facilitate the exchange of records internationally,

without having to write one or more conversion programmes, an international MARC was needed. UNIMARC was then developed and the problems involved in the translation of national MARC records into a single, universally accepted UNIMARC format and, in turn, the translation of foreign records in the UNIMARC format into the national format, have been explored by a committee of experts of the Conference of Directors of National Libraries, the International MARC Network Committee. Recently, as more and more national libraries produce MARC records, the international work aiming at developing, up-grading and promoting bibliographic standards in both the manual and the automated formats has been combined into a single IFLA programme, the UBC/IM. Detailed information and advice on the application of international standards to national bibliographies are available from the UBC/IM Office located in the British Library in London, which has issued many indispensable publications, including some on corporate headings, names of persons and names of states, standards for cataloguing-in-publication, etc.

3.1.9 The production of the national bibliography may be centralized (as it is in most countries) or it may be decentralized through delegating to other centres of expertise the creation of records in given disciplines, languages or scripts; in the latter case, it is imperative that quality control be exercised by the national bibliographic agency. The publication of the printed bibliography may be weekly, monthly, quarterly or annual, depending on the volume of the annual imprint and the resources available to the agency. In some countries where the national bibliography is voluminous and automated, it is also produced on microfiche (COM) and cumulated at low cost. Of course, tapes can also be purchased by other large libraries and mounted on their systems when the acquisition of national publications is large enough to justify this initiative.

3.1.10 There is, however, an important element of the bibliographic records for which, except in the international specialized indexing services, there are no accepted international standards, that is the subject identification of publications, and in national bibliographies the subject headings used have normally been developed in the light of the intellectual environment of the country. There are accordingly no international standards for the subject analysis of the national literature in

national bibliographies (except for classification schemes); some lists of subject headings have been published and have been used in developing national lists incorporating variations dictated by the national cultural environment: such as the Library of Congress Subject Headings, the British Library's Precis,[6] the Liste de vedettes-matière de Biblio, etc. There is no classification scheme, either, which could be recommended as the one which should be used world-wide; the International Congress, however, recommended that **the titles in national bibliographies be arranged in accordance with one of the internationally used classification schemes**, the Universal Decimal Classification (UDC), the Library of Congress Classification or the Dewey Decimal Classification, the latter being the most widely used throughout the world. These classification schemes facilitate the retrieval of publications in given subject areas or disciplines, especially when perusing current or cumulated issues of printed national bibliographies; when searching machine-readable files, however, a more sophisticated approach is desirable, such as Precis or other highly developed subject headings lists.

3.2 Other bibliographic activities

3.2.1 **The national bibliographic agency should also be responsible for the compilation and publication of the retrospective national bibliography.** In many countries, especially in former colonies of the Third World, national libraries have been established only recently and national bibliographies are also of recent date. There is a need to bring under bibliographic control publications which preceded the creation of the national bibliography, not only in these countries but also in the industrialized countries where printing preceded by many years (centuries!) the compilation of a current national bibliography. The catalogues of some large old libraries go a long way towards covering the earlier publications of the country, but also of many other countries, including former colonies. Such are the printed catalogues of the British Museum Library (now the British Library), the Bibliothèque nationale in Paris, the Library of Congress' National Union Catalog, as well as the catalogues of specialized libraries of former colonial powers such as the India Office in London. Such retrospective projects as the previously mentioned ESTC for English language eighteenth century literature do

provide records for a great many titles for that period from many countries.

3.2.2 Mention was made earlier of the use of ISBNs and ISSNs in bibliographic records. They make it easy to identify at a glance the country of publication, the language, the publisher and the publication itself. The ISBN system was initiated by publishers and in many countries it is managed and promoted by the association of publishers or by a publisher acting on behalf of the trade. In other countries, ISBNs are assigned and monitored by the national bibliographic agency and the work of the national ISBNs centres is coordinated internationally by the International ISBN Agency in the Staatsbibliothek Preussischer Kulturbesitz in Berlin. On the other hand, ISSNs are assigned to serials by a dedicated unit of the national bibliographic agency which acts as the national correspondent of the International Centre for the Registration of Serials Publications in Paris which manages the International Serials Data System (ISDS), a UNESCO initiative monitored by an intergovernmental board.

3.2.3 In a constantly increasing number of countries, the national bibliographic agency operates, in cooperation with publishers, a cataloguing-in-publication scheme. This provides in advance of publication an interim bibliographic description prepared from page proofs and published in the publication itself; some national bibliographies include these CIP entries in the printed bibliography, later to be replaced by definitive records when the agency staff have the actual publication in hand. Recommended Standards for Cataloguing-in-publication[7] have been released by the UBC/IM Office, following an international meeting held at the National Library of Canada in 1982. In some large countries where publishing is done in several distant centres, a decentralized CIP scheme has been implemented, some other library having been given the responsibility for preparing entries for local or regional publishers.

3.2.4 Naturally, **national bibliographic agencies are expected not only to adhere to accepted international standards, but also to promote their use by other libraries of the country,** or at least national standards which are compatible with them. To do so, they should provide advice and guidance through appropriate publications, as well as through work-

shops and training courses. The national cataloguing rules and other bibliographic standards should be developed and reviewed or revised by the national bibliographic agency with the cooperation of other experts from the nation's libraries; such cooperation not only results in better rules and standards, but makes them more generally acceptable than would otherwise be the case. Similarly, the cooperation of publishers is essential to the success of the ISBN and CIP schemes. The national bibliographic agency should also maintain, and publish, the national authority files of authors' personal names, as well as of the names of official and corporate bodies, with variations, cross references, etc., an essential tool for the standardization of bibliographic records. After several years of study and consultation, IFLA'S UBC Office has published Guidelines for Authority and Reference Entries.[8] The national bibliographic agency should also provide rules for the transliteration of records in scripts other than the national language; the ISO schemes are not accepted in all countries and the romanization schemes developed by the Library of Congress are used in many countries; the national bibliographic agency should then clearly indicate what scheme it uses and promotes. To sum up, in all areas of bibliographic treatment, the national bibliographic agency should be "the prime mover" at the national level, as it should be the national component of the international bibliographic network.

3.2.5 **The national bibliographic agency is also the national centre for the international exchange of bibliographic records:** the distribution of national records on tapes and the importation of foreign MARC tapes for domestic use, both at the national library itself and by other libraries which need and can afford them. The Conference of Directors of National Libraries has developed a model agreement for the exchange of MARC records and, through its International MARC Network Committee (which is now also an IFLA Advisory Committee) periodically reviews problems related to such exchanges. It should be mentioned here that there are parallel data banks of bibliographic records in specific disciplines, especially in the area of indexing and abstracting of the periodical literature and conference proceedings (Chemical Abstracts, Biological Abstracts, Bulletin signalétique du CNRS, Referationyj Zhurnal, Index

Medicus, etc.) These specialized bibliographic tools are indispensable complements of the national bibliographies; they do not replace them, each fulfilling its own function, and they provide very limited coverage of the serials of the less developed countries.

3.2.6 Some national libraries are also the national centre for MEDLINE, the online system developed by the National Library of Medicine in the USA to control medical literature; and some national libraries contribute records to such specialized international information systems as AGRIS or INIS, as well as to dedicated regional data banks. The bibliographic standards used by most specialized information systems differ from the MARC-type standards developed by libraries. In recent years, with a view to facilitating the exchange of data between the library and the information communities, UNESCO has developed a Common Communication Format (CCF) and the required software support, and the CCF is now used by several national bibliographic agencies in the Third World. Conversely, some specialized information systems such as MINISIS have now developed a UNIMARC based software which facilitates the use of MARC records from other countries. In any event, what matters is that the national bibliographic system be capable of handling foreign records without having to recreate or modify them at great expense and, in turn, generate records which can be similarly accepted by other systems, domestic or foreign. That is what UBC is all about.

3.2.7 Naturally, the national bibliographic agency should also promote adherence to national standards by individual bibliographers who compile specialized bibliographies, annotated or not, printed or stored in a data bank, which complement very nicely the generalized national bibliography. As a rule, the national bibliographic agency does not index the nation's periodical literature, an impossible task when such literature is very large; there are a few exceptions, however, where the national bibliographic agency has the staff to analyze the periodicals published in the country (e.g. Belgium, Finland, Rumania, etc.). This is especially useful in countries whose periodicals are not covered by international indexing services, or very few are, and where the language or languages, or scripts, are not widely known abroad.

3.3 It is suggested that

1. All countries should have a national bibliographic agency, normally a division of the National Library.

2. The first priority of the national bibliographic agency should be the compilation of the current national bibliography; its coverage should be as comprehensive as resources permit, including new as well as traditional forms of publication, and the records should be in accord with accepted international standards and arranged in some classified scheme.

3. The national bibliographic agency should sponsor training courses and workshops to promote adherence to national standards by other libraries and individual bibliographers.

4. When resources permit, the national bibliographic agency should undertake the compilation and publication of a retrospective national bibliography to bring earlier titles under bibliographic control.

5. The national bibliographic agency should act as the national component of the International Serials Data System.

6. When such an initiative has not been undertaken by the nation's publishers, it should promote and monitor the use of the International Standard Book Number.

7. The national bibliographic agency should establish a cataloguing-in-publication programme.

8. The national bibliographic agency should maintain authority files and publish lists of subject headings (either complete lists or lists which complement a widely-used foreign list), as well as other cataloguing tools for use by the nation's libraries.

9. **The national bibliographic agency should distribute at home records produced in other countries and distribute abroad the records of the national imprint.**

10. **When desirable and feasible, the national bibliographic agency may index the nation's periodical literature, or part of it.**

11. **The national bibliographic agency may also contribute records to international systems and, in turn, make use of their records for the benefit of the nation's users.**

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4. READERS' SERVICES

4.1.1 Naturally, the basic services provided to readers by national libraries are those which rest principally on their own collections. But, in many countries, they also include those which facilitate access to other libraries' resources through such tools as union catalogues or computer-based information systems, inventories of collections and coordination of policies, collections and services. The spread of information services provided by the national library itself and the degree to which it facilitates access to other collections and services vary from the minimal to the most comprehensive. These depend on many factors, from the collections of the national library itself and its overall mandate to the extent and variety of services available from other libraries and information centres, public and private. Whether limited or extensive, the national library information services should be developed gradually and according to priorities established on the basis of users' needs, which cannot be determined without well-conducted surveys. When resources are limited, the priority should be given to services answering the most pressing needs not satisfied from other sources, or at least those which it can most easily and economically provide. In any case, regardless of other considerations, as we have already seen, the most essential role of the national library is to gather, preserve, make known and accessible the nation's literature.

4.1.2 Based on the acquisition of the national production, normally through legal deposit, the national library, provides the bibliographic services described earlier as being the responsibility of the national bibliographic agency. These are available, in most cases, to both readers and libraries. The national bibliography assists libraries at home and abroad in selecting items to be acquired and in cataloguing them at a lower cost; it is also used by reference librarians and booksellers to identify publications requested by their respective clients, and obviously by the readers themselves. The retrospective national bibliography assists in the same ways with respect to older materials. In some countries, the indexing of periodical literature goes a long way towards increasing its use, especially when it is not well covered by international indexing services. Other bibliographic products, such as lists of

serials, theses, etc., are also national information services which contribute to achieving the objectives of the UBC programme.

4.2 UAP and UAI

4.2.1 Universal bibliographic control, important as it is, is nevertheless a means to an end, and the ultimate goal of library policies and programmes is Universal Availability of Publications (UAP), an essential component of Universal Availability of Information (UAI): the satisfaction of the users' needs through the delivery of the printed documents themselves and of the information they require. The bibliographic services must accordingly be complemented by efficient lending, reference and referral services. The national library has a special responsibility to assure such services based on its collection of national publications, and is a major support for national studies. In most countries, it also plays an important role in making available to nationals the foreign documents they need in the pursuit of their projects.[1]

4.3 Centralization or decentralization

4.3.1 Whilst the provision of information on national topics and of national publications is always a high priority for national libraries, the degree to which they should also make foreign publications and information available to readers depends on the existence of other large libraries, academic, public or special which meet the needs of their respective users. The relative importance of the role played by national libraries in this respect varies accordingly from country to country. When library collections were discussed above, reference was made to various models of national acquisition plans, from the most centralized to the most decentralized, planned to unplanned. The distribution of library resources among the nation's libraries has obviously a direct impact on the centralization or decentralization of library services. It is suggested, however, that even with the largest decentralization of collections, national libraries should nevertheless attempt to develop cooperative policies and programmes aiming at maximizing the broadest use possible of the total library resources of the country. There are some countries where the national library has a large degree of authority over

other libraries, but in most countries academic and public libraries enjoy a large degree of autonomy, and the coordination of their services cannot be achieved except on a voluntary basis. When the national library succeeds in developing and offering efficient tools - such as union catalogues and lists, communications and delivery services - libraries normally cooperate more willingly in cooperative schemes for the good reason that they benefit from them as they contribute to them, although many contribute more than they receive, and vice versa.

4.3.2 Whether statutory or based on consensus, the national library leadership is essential to the optimum development of coordinated services for the ultimate benefit of readers anywhere. A pragmatic approach is always a good one and, depending on the distribution of resources among the nation's libraries, it may be desirable to adopt a more centralized or a more decentralized approach with respect to various services; for instance, interlending of monographs may be based on the dispersal of collections among many libraries, whilst the provision of photocopies of serials articles may be assured principally from a strong national collection. Pragmatism also implies flexibility and nations should be prepared to adapt to changing circumstances and needs, but one must remember that strong collections cannot be built instantly and that a wide variety of sophisticated services cannot be developed in a short time either. Priorities must be established, and patience must frequently be exercised in the planning of more advanced services; one must assume that future developments would take place in due course on the foundations of basic, essential services first put in place. Accordingly, it is desirable, whenever possible, to develop and review simultaneously short and long-term plans so that future developments may be facilitated and not impeded, by initial steps.

4.4 Reference and Circulation

4.4.1 All national libraries make items from their own collections available for use in situ. Except when they also serve as the public library of the capital city where they are normally located, national libraries are not libraries of first resort and their collections should be used as back-

up collections for local as well as for distant libraries. Readers should make use of their own library (public, academic, special) first, and use national library materials only when they are not available from their own library. Some national libraries grant reading privileges to scholars and other bona fide researchers on their own initiative; others require a formal referral from another library. Owing to their responsibility to ensure the preservation of library materials for present and future generations, national libraries can legitimately impose restrictions on users as well as on items available for use (as they do on interlending). Local use of library materials should be governed by clearly stated policies and procedures and requires appropriate facilities and supervision. Public notices and brochures should spell out who is entitled to make use of national library services, under what terms and conditions; whether readers' passes are required or not; how the various services can be obtained and where their access points are; how to use the catalogues and other finding aids and how to obtain staff assistance (when needed); how to fill requests forms to obtain either materials or photocopies; how many items can be borrowed at any one time and for how long; restrictions on the reproduction of copyrighted material; charges levied for various services (when any); hours of service, etc. Mention should be made that most libraries keep their reading rooms open to the public during working hours only; others keep some of them open 24 hours a day, seven days a week for readers with special passes and who have use of individual lockers to store material when they leave, a privilege particularly appreciated in large countries where scholars travel great distances to come to the national library and want to make maximum use of the time they spend in the locality.

4.4.2 Smaller national libraries may have only one reading room and only one access point for materials; the larger ones usually have several reading rooms: general, periodicals, newspapers, manuscripts, rare books, music, maps, etc. The policies and procedures regarding access to special collections are normally more restrictive than those governing the use of items from the general collection. These restrictions should also be clearly spelled out in appropriate notices and brochures. The special reprography services available to provide reproductions of items from special collections frequently differ from those available next to the

general reading room or the circulation desk (whether coin-operated or free of charge), and some items cannot be reproduced owing to their fragility or by virtue of copyright. The importance of not abusing material so that it may be available to other users now or later should be emphasized in the promotional literature as well as during tours conducted by some libraries to familiarize their users with the spread of services provided. The training of users is an important element of UAP, for experience has demonstrated that many collections are underused because potential users are unaware of their existence and of the staff assistance available to them.

4.4.3 Most of the literature on UAP deals with the acquisition of collections (centralized or decentralized) and with interlending (national or international), but, as was mentioned above, availability is normally assured first from local collections. Interlibrary loans account for a very small percentage of total circulation and the monumental success of the British Library Document Supply Centre in Boston Spa does not minimize the essential role played by the British Library Humanities and Social Sciences division in London whose collections of older materials is unequalled anywhere. The efficient use of local collections requires good, up-to-date catalogues (author-title and subject) and competent staff to assist readers when necessary. The first recommendation adopted by the International Congress on UAP reminded us that "information personnel should consider information resources entrusted to their care as part of the total national resource and, in the case of materials that are rare, unique or difficult to obtain, as part of the total global resource and be conscious of their responsibility to users of publications and information".[2] Readers should also be made conscious of their responsibilities regarding the materials made available to them.

4.4.4 The local services provided to readers are not restricted to making items available to them. They should include also the borrowing of items from other libraries when the national library is used as a library of first resort. They also include reference services based on the collection, especially the reference collection which should be well-stocked and current, as well as on data bases which can be searched online (usually for a fee). Some national libraries provide such a service

in one or two forms: that is retrospective searches pulling from one or more data bases citations for papers on a specific topic (which amounts to creating a computer produced bibliography covering a predetermined period), or providing a current awareness service according to an interest profile and thus keeping interested clients informed periodically of what appears in their field of work. The expertise of the reference librarians is also a library resource, as is also the group of specialists in charge of special collections whose expertise can maximize the use of these resources.

4.5 Referral services

Reference librarians and subject specialists can also provide useful referral services, directing readers to other strong collections and to experts in other institutions. Subject specialists may form invisible colleagues (as scholars and scientists do), but it is useful to compile and publish inventories of special collections and of resource persons; these should be kept up-to-date, which is easier and more economical when the data is stored in machine-readable form, in which case it could also be searched on-line. In large, rich countries with many highly developed research programmes, networks of referral centres cooperate in directing users to the best sources and experts; but in smaller, poorer countries, there may be only one referral centre, normally "part of a larger agency, usually the national library or a national documentation centre".[3] UNESCO has been promoting the development of international cooperation among the national referral centres, with a view to bringing to users information and advice not available within a given country.

4.6 Interlending

4.6.1 If a good many large national and other libraries can supply a high percentage of the publications requested by their readers from their own collections, although some national libraries do not lend at all, there are always some that must be obtained from other libraries so that all libraries, large and small, are interdependent to varying degrees in answering some users' needs. Referral is sometimes the best answer to a

problem, but when titles have been identified and located, interlending is the most common means of procuring them. Document delivery between libraries is a long established practice and, even when it is slow, it is based on the goodwill and cooperation of librarians. More recently, unprecedented efforts have been made to improve policies and procedures, develop codes and guidelines aimed at expediting the delivery of documents both within countries and between them. These improvements have been encouraged by the adoption of the UAP programme by IFLA, its endorsement by UNESCO, the establishment of the IFLA Office for International Lending and the UNESCO/IFLA Congress on UAP. In an age where both the information explosion and the needs it generates grow increasingly greater and more sophisticated, the traditional practices based on pure goodwill are frequently inadequate and a great deal of recent literature discusses such related matters as national acquisitions policies, the creation of repositories and means of improving availability through interlending in various national library contexts.

4.6.2 Interlending is also submitted to necessary restrictions and normally takes place between libraries which follow similar policies and procedures. All are expected to respect the rules which govern such transactions and are usually promulgated in a national code. Variations exist from country to country depending on local traditions and circumstances, but standardization should be encouraged and those responsible for developing policies and procedures for interlending should consult the "Model National Interlibrary Lending Code" and "International Lending: Principles and Guidelines for Procedure", both available gratis from the IFLA Office for International Lending.[4] Requests are normally made on an approved form (for ordinary mail or for electronic mail) and both the borrowing library and the user must respect the terms under which the loan is made. There is always a time limit imposed on loans, but it can normally be extended. To avoid unnecessary loss of time, librarians should be aware of the restrictions affecting lending and not request items not available on interlibrary loan. These usually include incunabula and other old books, reference works, original copies of newspapers, fragile publications of all types. The literature on interlending usually combines under that word both the actual lending of a physical

item, which must be returned, and the supply of a photocopy or microform, which is not strictly a loan for it is not to be returned but kept by the reader (mostly periodical articles).

4.7 Locating tools

4.7.1 In most countries, locating tools are necessary to facilitate and expedite interlending. Of course, if the national library happens to be the only important library in the country, all requests for loans will automatically be sent there. When it is known, through inventories or otherwise, that a given library has a rich collection in a subject area, a request for a title could be sent there and one can hope for a hit. But the most common tools developed and used to locate titles for sure are union catalogues in which the holdings of many libraries are combined. Union catalogues can be local, regional or national, or they can record the holdings of a network of libraries irrespective of geography. They can encompass all types of publications or subjects, or can be divided by subject or by type of materials: general, music, medicine, periodicals, microforms, materials for the handicapped, etc. Union catalogues, large ones at least, are costly to create and maintain up-to-date, but without them, in many countries, a great many users' needs would not be met. Union catalogues of books should cover only collections which are likely to support interlending, including selected parts of library collections which are especially strong, or even unique. Comprehensiveness is unduly costly and impractical. In some countries, only one exists and is located in the national library; in others, there are many: local (grouping data on holdings of public, academic, government and special libraries of a city), regional or provincial, and national. Policy decisions are needed regarding the coverage of union catalogues, whether there is one, a few or many in the country, with a view to reducing as much as possible the unnecessary duplication between them, as well as in respect of search strategies. In some countries, libraries conduct their searches in a hierarchical way, going to a regional centre only after having determined that items are not available locally, and to the national library when materials are not found in the region. This hierarchical approach tends to spread the locating burden over more centres and to reduce (or even) eliminate transportation costs when items are located locally or

nearby. It may, however, slow down the supply of documents when they are finally located only through the national union catalogue. No system is perfect and its successful operation also depends on other factors such as the degree to which some collections are heavily used, whether or not they are highly decentralized or centralized, the currency of union catalogues, the size of the staff dedicated to interlending, communications and delivery services.

4.7.2 In any case, it is desirable that national libraries maintain a national union catalogue, adopt and promote lending policies, hopefully in cooperation with the other principal lenders of the country. At the international level, it may be difficult to implement strict rules, and many libraries in many countries request items from the British Library Document Supply Centre rather than following a hierarchical approach. There is, however, an agreement between the Library of Congress in Washington and the National Library of Canada in Ottawa to the effect that the former does not any longer handle interlibrary loan requests from Canadian libraries unless the latter has determined that the items in question are not available in Canada. Proximity is however, an incentive to short circuit policies, even across national borders and, as long as libraries are willing to lend materials to others, it is not likely that all transactions will be regulated by strict political or geographical factors. What matters most, in the end, is that the reader gets the documents he needs as quickly as possible.

4.7.3 When requests for locations are received by national libraries, many do lend items from their own collections, even when the national union catalogue has records showing that copies are available closer to the requesting library, on the ground that other libraries have a specific clientele to serve on a priority basis. When the national library cannot supply the requested items, it is desirable to report several locations, first from within the region, then from the country at large (if they exist), in the hope that the required materials will be obtained from one source or another: the borrowing library decides where to go first and later (if need be), on the basis of geography at times, but also owing to the quality of the interlending service provided by some libraries, or whether or not they charge a fee for lending. Some national libraries

have made it their policy to try to locate materials abroad when they are not available in the country and when libraries have indicated that the user's needs justify such a last resort attempt. In such cases, requests are sent, either to the national library of the country where the item was published, to the British Library Document Supply Centre or to a large encyclopaedic library.

4.7.4 The situation in the United Kingdom differs from that found elsewhere inasmuch as the British government has established and is funding a national lending collection and service as an integral part of the British Library. The creation of this service with its very extensive holdings of English language books reduces the dependence on union catalogues; there is being published on microfiche, however, a union catalogue of English language monographs, and the Centre maintains a foreign-language union list. There are, however, some regional union catalogues to which the British Library Document Supply Centre refers requests which it cannot satisfy out of its own resources, a very low percentage indeed. The British Library Document Supply Centre charges for loans, but its services are so efficient that they are used not only by British libraries, but by a great many foreign libraries. It is the largest lending operation anywhere in the world based on the most centralized approach to document supply. Such a centralization of collection and lending services is obviously costly, but it is highly efficient when dedicated to the supply function. There are lending collections in other countries, but nothing of the size of the British institution, and interlending in most countries is decentralized and requires union catalogues to support it. National union catalogues are usually too costly to publish, a noteworthy exception being the Library of Congress' National Union Catalog, and most of them are still maintained on cards and must be searched manually. However, in recent years, with the advent of machine-readable cataloguing, union catalogues are created as bibliographic data bases, either as a result of cataloguing done with the assistance of a bibliographic utility (OCLC is the largest and best known) or by the transmission of bibliographic records to a centralized data base. Many of these data bases can be searched on-line to locate items to borrow and some are linked electronically, the most dramatic example

being the recently established link between the Library of Congress, the British Library Document Supply Centre, the Bibliothèque nationale in Paris and the OCLC ILL system which electronically links more than 6000 US libraries; here again, however, the Library of Congress expects libraries to exhaust local or national resources before coming to them and requests must follow the US National Interlibrary Loan Code. Undoubtedly, in the years ahead more and more libraries and bibliographic utilities will be linked electronically, which implies that standardization of cataloguing rules and communications codes will be increasingly important, a fact recognized by the initiatives taken in these respects by IFLA, UNESCO, ICSU and ISO.

4.7.5 These developments make it more practical and economical to substitute for the traditional national or regional union catalogues, national or regional (and indeed international) "union catalogues systems", making it unnecessary to attempt to store all the bibliographic data in a single, monolithic data base, with the end result that searching and borrowing should be more decentralized, and faster, but that storage costs will decrease and communications costs, on the contrary, increase. The user should be better served than ever before, provided prohibitive costs are not charged to him to procure items which had been traditionally available free of charge.[5] New networking technology is discussed further in Chapter 6 (paras 6.3.1 to 6.3.3).

4.7.6 In all these developments influenced by the introduction of computer and telecommunications technology in library processes, the national library has a leadership role to play at the national level and it should also participate in the international programmes to which it has to contribute and from which its country can benefit. This is also the case with several dicispline-oriented international services, such as AGRIS, INIS, or national or private services available internationally, such as MEDLINE, ERIC, CODATA, SSCI, DIALOG, etc., through which many of the most up-to-date information in a variety of subject areas can be tapped for the benefit of national users, including for some of them a document supply service complementing the current awareness function. For the benefit of readers, national libraries can also query domestic data

banks, as well as regional ones which have been developed in recent years not only in the industrialized world, but in developing areas, such as the Agricultural Information Bank for Asia in Languna (Philippines), the ESCAP Bibliographic Information System in Bangkok, Thailand, etc. Mention should be made here that national libraries normally reply to libraries through the same medium as the one in which the request came, be it verbally by telephone, or by mail, telex or electronic messaging, all libraries having the right to be served, whether or not they have access to more or less sophisticated communications media.

4.7.7 If national union catalogues are normally not published, as mentioned earlier, it is common practice to publish union lists of serials (including conference proceedings in many instances), which go a long way in decentralizing the location and supply of articles and other papers in photocopies. These lists are maintained up-to-date periodically, and many are now available not only in print, but on microfiche (which makes up-dating economical) and even mounted on systems which can be queried on-line (and they can be kept more current). This important bibliographic tool is usually produced by the national library, and it expedites the supply of photocopies of articles which in some countries are more numerous than other types of documents. Some national libraries have also published union catalogues of special materials, such as those for handicapped readers (braille, large print, cassette) who, if they are a minority in countries with a high level of literacy, are nevertheless functioning at a serious disadvantage, especially when one considers that such a low percentage of publishing is thus made available to them. In any case, it is to be expected that in most countries, access to information or documents will be increasingly available through data bases, and that an increasing number of short documents will also be available on demand from institutions, public or private, who maintain these data bases. But the book, and a great many other forms of publications, will continue to be supplied, either from local stock or from interlending, as they have been for a long time.

4.8 Repositories

4.8.1 Reference was made several times in the preceding paragraphs to the difficulties encountered in supplying documents previously identified

by the various bibliographic tools searched. It is important that the publications recorded in bibliographies and catalogues continue to be available and that no last copies be discarded once publications have been acquired by libraries of a country. As far as the national production goes, its present and future availability should be ensured by the national library. But, for foreign imprints, such an assurance does not exist. True, libraries normally do not discard older publications still actively used or otherwise valuable, and there are a great many university libraries which retain permanently most of the materials they have acquired over a very long period of time. Some of the larger and older university libraries hold many items not known to exist elsewhere and they thus contribute to the preservation of mankind's heritage. A great many libraries are, however, forced to weed out at least some of their collections periodically, either as a result of a critical lack of space or owing to the advanced stage of deterioration of the material. Should there not be a repository where surplus material, including unnecessary duplicates, could be sent either for storage or redistribution, a great many publications would no longer be available in the country and would have to be borrowed from abroad. Repositories are, of course, related to collections (Chapter 2) and to conservation (Chapter 5); they are discussed here owing to the services they also provide to readers, when they are active.

4.8.2 Repositories are indeed of various types; they can be active or passive, they can be national or regional, they can be part of a library or separate institutions. There are not a great many repositories in existence (outside the libraries which perform a statutory repository function), but the increased cost of buildings will likely lead to their development. As Line and Vickers point out, "the main aim of repositories is to save money, by reducing unnecessary duplication, by extending the range of material available in the country, by using accomodation on cheaper land than occupied by parent institutions, or by using cheaper storage methods".[6] Whilst repositories usually receive, store, lend and redistribute **surplus** materials, such as the Document Supply Centre of the British Library, a noteworthy exception is the Center for Research Libraries in Chicago, cooperatively managed and financed by a number of US and Canadian libraries on whose behalf it

buys, stores and makes available little used material, including a great deal on microforms. It may be desirable to create a regional repository so that the material deposited there by libraries can be called back for users in little time; however, a national repository can operate on a much larger scale and store millions of items discarded by dozens of large academic libraries. Such a repository may be passive, lending material on demand; or it may be active and list and redistribute duplicates to libraries which need them. A good example of the latter is the Canadian Book Exchange Centre of the National Library of Canada which, from 1976 to 1985, received 16 875 015 volumes and distributed 5 406 011 to more than 150 libraries. It has been suggested that repositories may have an important role to play in the preservation of material, whether it is eventually deacidified, microreproduced or digitized. Large repositories may be costly to build, staff and operate, but the alternatives are even more costly: either to erect new library buildings or to allow a great deal of material to become unavailable. Smaller nations with limited library resources do not normally need repositories, but it would appear that in some older countries with large and expanding research collections, repositories may perform a useful role, including a national repository part of, or administered by, the national library which has a special responsibility in promoting UAP for the benefit of the whole country.

4.9 Services to the handicapped

4.9.1 Although some library services specially developed for the handicapped readers have existed for many years in several countries, there has recently developed a consensus that more should be done for them. Illiteracy is, of course, a major handicap and national libraries, especially in developing countries, have a role to play in its eradication. The services referred to here, however, are those needed by visually and physically handicapped readers. The most ambitious of these services is the national programme managed and financed by the Library of Congress which provides individual services to the blind through regional cooperating libraries: books in braille, books recorded on cassettes (including tape recorders), books in large prints, in addition to assisting other libraries through bibliographic aids, training and research. This ambitious programme can hardly be emulated elsewhere. In most countries

which have developed a national library programme for the visually handicapped, it is frequently limited to the creation and maintenance of a national union catalogue of library materials to users. When other libraries, specialized or not, already provide library materials to their users, the national library's role should at least be one of coordination and encouragement so that such materials could be as widely used as possible by the underpriviledged citizens who need them.[7] There are, however, countries where such a coordinating role is, or may be, performed by some other appropriate, specialized institution, like a national institute for the blind.

4.10 Exhibitions

4.10.1 Although library services are normally provided to individuals to answer their specific needs, national libraries usually organize special exhibitions aimed at the education of the general public. Some have permanent exhibitions illustrating the evolution and highlights of the national literature (in the broadest sense possible) which make it possible for individuals or groups (such as students) to come and familiarize themselves with the publications and manuscripts of leading writers and scholars as well as other documents of historical significance. These permanent exhibits may be shown in the rare books and manuscripts divisions or in a generally accessible display room, equipped with appropriate environmental controls, and guided tours may be organized by specialized staff with a view to ensuring that the importance and significance of the documents displayed are well appreciated. Such permanent exhibits are possible owing to the fact that national libraries do possess the national imprint collection. In some countries, the national library houses a museum of the book (the Deutsche Bucherei in Leipzig), but museums of the book are also found outside national libraries (in Antwerp, Prague, Mainz, etc.). National libraries normally also organize special exhibitions based on the resources of their collections, either domestic or foreign, to generate greater interest in the achievements of their writers, illustrators, scientists, etc. (sometimes to mark their anniversaries) or of those of foreign countries. Such exhibits may be exchanged between national libraries, but these are costly undertakings and every precaution should be taken to ensure the preservation of rare

and valuable items. On the occasion of these exhibits, catalogues may be produced and lectures organized with a view to increasing the benefits to be derived by visitors. For educational purposes, national libraries also organize displays using facsimiles, rather than the original material, so that these can travel extensively at home and abroad.

4.11 It is suggested that

1. **Information needs of users be surveyed by national libraries so that they may create and develop their services accordingly. Such surveys should be conducted periodically, as needs may change with time.**

2. **Information services provided by the national library, in addition to those based on the national production and made available by the national bibliographic agency, should aim at complementing, rather than duplicating, those offered by the nation's other libraries. They include lending, reference and referral services and may include also online searches of national or foreign data bases to provide current awareness services or retrospective bibliographic searches.**

3. **Local services provided by national libraries should rest on adequate facilities, such as reading rooms, reprography, current catalogues, and be supported by professionals qualified to advise users on the optimum use of the library's collections and other resources.**

4. **National libraries should facilitate access to the country's library resources by creating and maintaining a national union catalogue, publishing union lists of serials (and, when appropriate, of other types of materials) with a view to expediting interlending. When several library catalogues are available in machine-readable form, a computerized bibliographic data bank should be substituted for the manual union catalogue, or a network of data bases developed to eliminate the unnecessary duplication of very large files and increase ready access to the holdings of the country's main libraries.**

5. **When requested for locations of library materials, national libraries should lend from their own collections items suitable for lending; loca-**

tions should be given for items not held by the national library. National libraries should also lend to foreign libraries and they should borrow from foreign libraries materials needed by national users. When doing so, national and international codes should be followed.

6. Where desirable, national libraries may operate a national repository of surplus materials discarded by libraries and redistribute such duplicates to other libraries which need them, or participate in any such cooperative scheme otherwise managed.

7. National libraries may provide individualized services to handicapped readers; they should at least attempt to coordinate such services when they are available from other libraries or specialized institutions within the country.

8. National libraries should organize permanent and special exhibitions to illustrate the cultural and scientific achievements of the country and of the world.

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1 International Congress on Universal Availability of Publications, Paris, 3-7 May 1982. Final Report, Paris, UNESCO, 1982 (PG1-82/UAP/6). Also Main Working Document (PG1-82/UAP/2).-IFLA, International Office for UAP, Guidelines for National Planning for the Availability of Publications, Wetherby, 1983. Maurice Line and Stephen Vickers, Universal Availability of Publications, München, Saur, 1983.

2 Id., p. 12.

3 Guidelines on Referral Centres, Paris, UNESCO, 1979 (PG1/79/WSH), p. 5.

4 Boston Spa, Wetherby, West Yorkshire LS237BQ, United Kingdom.

5 Maurice B. Line, National Planning and the Impact of Electronic Technology on Document Provision and Supply, in Libri, v. 35, no. 3 (Sept. 1985), p. 181-190. Also Maurice B. Line and others, National Interlending Systems: a Comparative Study of Existing Systems and Possible Models, Wetherby, IFLA International Office for UAP, 1982; F. G. Kilgour, Increased UAP Effected by an On-line Union Catalogue, Interlending Review v. 7, no.1 (1979), p. 20-22; Kanevsky, B.P. and Samokhina, N.G., Cooperation of the National Library of the USSR with Other Libraries in the Field of Interlibrary Loan and Book Exchange Within the Context of the UAP Programme. Paper presented at the 46th IFLA General Conference, Manila, 1980.

Line, M.B. and Bennett, R., Planning Union Catalogues of Books in developing Countries, IFLA Journal, vol. X1, no.1 (1985), p. 27-35.

6 Universal Availability of Publications, Munchen, Saur, 1983, p. 80.

7 Cylke, F.K. Library Service for the Blind and the Physically Handicapped: an International Approach. Munich, Saur Verlag, 1979, 106 p. - Hampshire, Barry, Working in Braille, Paris, UNESCO, 1981, 177 p.

5. CONSERVATION

5.1.1 Conservation is discussed in a separate chapter although it is now recognized as an integral part of the management of collections and an increasing number of large libraries in the industrialized world now consider **acquisition and conservation as the two basic interrelated aspects of their collections policy.** Until recently, most conservation activities in libraries were restricted to the manual preservation of manuscripts, incunabula and other valuable rare books, maps, prints and fine bindings, whilst the conservation of the intellectual content of large collections and files (books, pamphlets, periodicals, newspapers, theses, etc.) was assured by microreproduction, especially on a commercial basis by publishers of microforms. In the last few years, librarians have come to realize as never before that "every director of a major library presides over a collection that quietly, 24 hours a day, is gradually disintegrating"[1] through use, mishandling and the action of acid agents in the paper itself. The problem is compounded by the proliferation of new media which require special treatment and cannot be used without appropriate machinery. The order of magnitude of the problem requires a much bolder approach and several national libraries have recently established conservation offices at a high echelon in the management structure to plan, manage and coordinate much larger conservation programmes, using a variety of techniques to preserve either the documents themselves or their intellectual content. These new, ambitious plans are dedicated primarily to the preservation of the collections of the national library; in some countries, they also promote and monitor nation-wide programmes and IFLA has made conservation one of its core programmes for the **Medium-Term Programme 1986/91** in an attempt to assist in the coordination of national conservation activities at the international level.[2] This development at IFLA, which has had a conservation section for many years where conservators were exchanging technical information on preservation methods, together with the holding of the Conference on Preservation of Library Materials in Vienna in 1986, jointly sponsored by the Conference of Directors of National Libraries, IFLA and UNESCO bear witness to the new awareness that conservation is a major problem which requires policy decisions at the highest management level. The Conference noted the "enormous scale" of the

problem, stressed "the irreversible consequences for future generations of continued failure to undertake massive preservation and conservation measures", endorsed IFLA's CORE programme and urged libraries, governments and international bodies to take the steps necessary to ensure the preservation of "an essential part of the intellectual heritage of all nations".[3]

5.1.2 Of course, **conservation programmes should be dictated by the nature and age of the collections.** Large, encyclopaedic collections consisting of a great variety of materials would require paper conservators, binders, specialists in the restoration of prints, photographs, and ideally specialists in micrographics and optical disks. It should be pointed out that tapes and disks on which machine-readable text is stored also require periodic cleaning and checking, which may lead to recopying either on the same support or transfering to a new medium. All these operations require expert staff as well as special equipment. Smaller national libraries with smaller collections and limited human and financial resources should develop conservation programmes gradually and on the basis of the importance of the items to be preserved and the urgency to act. The larger libraries, with large segments of their large collections in need of treatment before it is too late, normally have in place conservation units comprising the traditional staff and operations (binding and binding repair, manual deacidification, lamination, etc.) and as the technology develops and becomes more generally available they should eventually have recourse to mass deacidification and transfer to optical disks in order to preserve either original copies or their intellectual content as the traditional manual methods cannot cope with the very large quantities of items that are disintegrating.[4] Non-book materials require to be preserved also; in many instances, their life is unknown and more experimentation may be needed before the best solutions can be determined.

5.1.3 In some countries, where national treasures are held by other libraries which do not have either the staff or the equipment to ensure their conservation, the national library does repair them as a national task, but this is usually possible only on a selective basis. In countries with many large libraries (USA, USSR, UK, FRG, France, China, Japan,

Canada, etc.) this role cannot be performed adequately by the national library. Large research libraries should develop their own preservation facilities, in which case the national library should endeavour to develop and monitor some cooperative plan for the preservation of at least unique items or collections in the original format; it should also assist in the co-ordination of initiatives aimed at the preservation on microforms of the national literature in order to improve and increase its availability for present and future generations of researchers. A great number of micro-copies are commercially available; national libraries have also developed programmes such as the Eighteen Century Short Title Catalogue of the British Library[5] or the recently initiated microfilming program of the National Library of China. In Canada, the government assisted Canadian Institute for Historical Microreproductions has undertaken the filming of all pre-1901 Canadian imprints, with the assistance of the National Library and of the more than 30 university and other libraries which subscribe to the collection, thus ensuring the viability of the project and the availability of the collection in more than 30 libraries scattered throughout a very large territory (and in a few libraries abroad).[6] Such micro-reproduction programmes - be they commercial, national or international - are a necessity, as a result of the gradual information explosion of the last hundred years (most of which is stored in rapidly decaying publications), the constantly increasing demand of an ever- growing reading and research population and the resulting use and abuse of library materials either locally or through interlending.

5.1.4 Preservation is now considered as a prerequisite to access and it is significant that this was emphasized at the UNESCO - IFLA International Congress on the Universal Availability of Publications in 1982 which passed a resolution inviting Member States to undertake national conservation programmes and to cooperate internationally to preserve the world's printed heritage.[7] Both in the areas of traditional methods (paper preservation) and of new technologies (transfer to and retrieval from optical disks of text and images), both the national libraries and the national archives stand to benefit from close cooperation in their efforts to resolve common problems. **Conservation is a global problem** - it is not restricted to the preservation of selected items by experts, it implies the careful handling of materials by staff and readers, the temperature

and humidity control of library buildings, the use of acid free boxes and envelopes, etc. as well as decisions to either restore original documents or replace them by microforms or other supports (optical disks, digitization), all of which requires a multifaceted approach at a high management level.

5.1.5 The problem is much more serious in tropical and sub-tropical climates. Not only does the embrittlement take place, as it does in cold and moderate climates, as a result of the chemical decomposition of paper, but high temperature and high humidity, as well as the presence of termites, significantly accelerate the destruction of books and other paper products, unless conditions are maintained favorable by air conditioning and disinfection. It should be **technically** possible to reduce the problem to the same level - already bad - as for libraries in cold or moderate regions, but it may unfortunately not be **financially** possible owing to the high costs involved.[8]

5.2 It is suggested that

1. **National libraries should develop and implement conservation programmes to ensure the preservation of their own collections, either in the original format or in microreproductions or both, including non-book materials in the new media; they should restore important national treasures held by other libraries when the latter lack the necessary experts and equipment to do so; a conservation policy should be developed at the highest management level and encompass not only the traditional preservation techniques, but also the use of more recent methods such as micrographics (and when feasible digitalization and optical disks), or transfer to other supports, as well as the handling of materials by staff and users, temperature and humidity control, etc.**

2. **National libraries must take steps the reconcile the conflicting needs of present readers and researchers and those of future generations.**

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1 James F. Govan, Information, Research Libraries and the Scholar, Baton Rouge, Louisiana State University, 1979, p. 15.

2 IFLA, Medium Term Program 1986-1991, The Hague, IFLA, 1985, 61 p.

3 IFLA Journal, vol XII, no 3, p. 240-242. The full text of the proceedings will be published in 1987 by K.G. Saur. See Strebl, M. Preservation of Library Materials, IFLA paper (080-GEA 1), Tokyo, 1986, 11 p.

4 Nugent, William R., Optical Disks - An Emerging Technology for Libraries, in IFLA Journal, v. XII, no. 3 (1986), p. 175-181. See also The Library Preservation Program, Chicago, American Library Association, 1985, 117 p.

5 See Factotum. Newsletter of the Eighteenth Century STC., London, British Library 1980-

6 Sylvestre, Guy. Preserving for Access (IFLA paper 092-NAT-2, Chicago, 1985)

7 International Congress on the Universal Availability of Publications. Final Report, Paris, UNESCO, p.

8 Bansa, Helmut, The Conservation of Library Materials in Tropical and Sub-tropical Conditions, IFLA Journal, vol, VII, no. 3 (1981), p. 264-267.

6. DOMESTIC RELATIONS

6.1.1 As was emphasized in previous chapters, national libraries should not operate in isolation, however splendid the isolation may be; they must develop good working relations with other libraries, large and small, if they are to deliver and coordinate efficient bibliographic and information services. Interlending, reference and referral services, the compilation of union catalogues and statistics, the adoption of national standards by other libraries and the development of a nation-wide network, all require good relations between the national library and other libraries and documentation centres. In most cases, this is achieved through the provision of services which respond to users' needs, and when national libraries listen to the representations of other libraries who benefit from their services. In some countries, the national library has statutory responsibility for other libraries and excercises a great deal of control over their management and operations, but in most countries other libraries enjoy a large measure of independence, and the national library exercises its leadership by persuasion and developing consensus on better ways to serve the public, rather than by dicta, and size. The delivery of good services to readers and to libraries is, in final analysis, the best way to gain their support and to have leadership accepted.

6.1.2 It was also emphasized earlier that smooth relations with publishers are desirable for the sound management of legal deposit, cataloguing-in-publication and International Standard Book Number programmes. The status and prestige of national libraries are further enhanced when, in addition to the services mentioned above, they reach out to the general public, and especially to the learned, through authoritative publications (bibliographic and scholarly) and through well-mounted exhibits (including travelling displays), both of which aim at increasing the knowledge, appreciation and use of that essential part of the nation's heritage that is the national imprint. Finally, as will be seen hereunder, the development of a nationwide library network (with international interfaces) aimed at optimizing the use of the country's library resources requires the development and promotion of bibliographic and other standards through periodical training workshops for appropriate

key personnel from other libraries. In short, this is the mission of "the prime mover".

6.2 Training and research

6.2.1 There are still some countries where library training is not provided by academic institutions and where, of necessity, the national library must train personnel, including some from other libraries, in order to get things going. Such countries usually send some nationals abroad for professional training. There are now a number of library (and archives) schools in the developing world and there are a great many in the industrialized world where foreign students are accepted for training, and financial assistance is frequently available from the host countries, international foundations and UNESCO. Formal lectures are normally complemented by working **stages** in libraries, including national libraries. It should be emphasized that professional training is not normally the responsibility of the national library. National library staff, however, are frequently invited by library schools, who have their complement of full-time professors, to give special lectures or run seminars on topics in which they have a recognized expertise. As was mentioned above, national libraries should, however, give special, ad hoc courses when new techniques are introduced and must be promoted (e.g. new cataloguing rules, new electronic messaging codes, etc.) in order to ensure their application to facilitate the exchange of data or documents between libraries. These courses are aimed at upgrading the knowledge of key working personnel and not at the basic training of future librarians.

6.2.2 Training and research are closely related and professors of library science, like those of other faculties and schools, are expected to conduct some research projects as part of their mission. Some national library staff (as well as experts in other libraries) do also conduct research projects of their own (usually with the support of the institution) and contribute to the advancement of knowledge through scholarly annotated bibliographies, writings about authors or other subjects based on substantial manuscript collections, history of the book, etc. National libraries, however, normally concentrate on the **institutional** research

initiatives aimed at improving the delivery of library services, library procedures and cooperation between libraries. Such practical research projects also frequently enlist the cooperation of experts from other libraries, in which case the findings are usually more acceptable to the profession at large inasmuch as they are seen to represent a consensus among representatives of several institutions. It is also important to conduct research into users' needs with a view to ensuring that collections and services are developed as much as possible in response to the needs of those for which libraries exist. To sum up, although some experts do conduct personal research of a theoretical or scholarly nature, national libraries should undertake research projects directed essentially at the improvement of their services and those of other libraries, as a result of the adoption of the most appropriate and up-to-date techniques for the acquisition, storage, conservation, processing and dissemination of information and publications. Normally national libraries are not granting institutions, but some are given the authority and the funds to make grants to other libraries to conduct research projects on library operations the results of which would contribute to the development of a nation-wide library network. This can also be done by contract.

6.3 Networking

6.3.1 Libraries in any country always form a network of sorts, formal or informal, inasmuch as cooperation between them has always existed in a variety of ways. Cooperation between libraries and librarians is indeed a long established tradition (see chapters 3 and 4). The sharing of information about books and of the books themselves has been assured by the publication of library catalogues, the distribution of catalogue cards and the lending of books. Libraries have obviously made use of existing communications services - printing, post, telephone, teletype - and today new opportunities exist for the sharing of information as a result of the combined used of computer and electronic communication technologies, as well as compact storage devices like optical disks. Few developing countries can take advantage of these technological developments as yet (indeed, at the time of writing many industrialized countries still make only limited use of them) owing to the lack of the required infrastructure, human and financial resources. The information world is a highly

dynamic one and technology evolves at a rapid pace. In such a changing environment, the development of a nation-wide library network is always a gradual process, one which requires careful planning and the good-will and flexibility of all involved, as well as a realistic appreciation of what is possible with existing resources at any given time.

6.3.2 Libraries coexist at various levels of technological development and it is important that the least developed technologically not be deprived of the advantages of traditional services as others adopt new technologies to communicate with the national library and between one another. National libraries must provide their services to other libraries at the technological level at which they can interface, from the simplest (mail, teletype) to the most sophisticated (electronic mail, on-line file transfer). There are libraries with diverse degrees of technological development for the storage and transfer of information; there are also networks linking libraries at various levels of sophistication with respect to various library functions (acquisitions, cataloguing, lending, bibliographic, management, etc.). A library may belong to more than one network, depending on what they have to offer. Participation may be mandatory, at the provincial or national level, or it may be voluntary, not only at the provincial or national level, but also at the level of a given discipline (medicine, for instance) or at that of a given operation (cataloguing, for instance), or in a more comprehensive manner, aiming at a global approach to library management. Governments at the local as well as at the national level may legislate or regulate network participation for libraries under their jurisdiction, but voluntary participation may lead to the creation of networks by and for distant libraries irrespective of geography. These pre-existing consortia vary, and will continue to vary, from country to country, some result from the purchase of services from a major bibliographic utility, whilst others are created, managed and financed collectively by a group of libraries which have decided to join their efforts in the development of shared services. In either case, and whatever political, social and economic system may exist in the country, and whether the resources available are meager or monumental, the goals of networking should always be the improvement of library services to the users and the reduction of operating costs for

libraries through the sharing of bibliographic information and of library materials. The development of a nation-wide library network should provide for a more cost-effective use of the total resources of the country's libraries, but to be well accepted by users across the land it should include effective delivery systems so that the required items can be made available within reasonable delays.

6.3.3 Whether monolithic and centrally controlled by the state, usually through the national library, or decentralized and resulting from voluntary contractual arrangements between participating libraries, data bases and networks should make use of the technology best suited to the cost effective delivery of the desired services. Until recently, the state of the art called for the provision of most services from a large main-frame computer in which large data bases were stored as a result of the cataloguing input of many libraries and from which data were derived; more recently, new technology and the promotion of the Open Systems Interconnection model (OSI) by ISO,[1] the trend is towards a more decentralized approach, data being effectively interchanged between autonomous, heterogeneous systems. The OSI approach facilitates the derivation of bibliographic data from a variety of catalogues, including file transfer, as well as interlending; it also makes possible for the first time the linking, within a decentralized information network, of bibliographic data bases with those of information services' providers, publishers' databases including newspapers' digitized texts, videotext files, etc. Although highly decentralized and providing for an unprecedented freedom among participants regarding the nature and scope of their participation in the network, the OSI approach nevertheless requires a high degree of control and monitoring, which can be exercised either by a single authority (like the national library) or by a consortium of participants, including the national library. Here too, there must be a leader and it is suggested that the national library is a normal leader, even if such leadership implies a great deal of consultation and the development of consensus among network participants.

As was mentioned earlier, the OSI model also facilitates the linking of databases and networks across national borders.

6.4 Library associations

6.4.1 The preceding chapters mention many ways in which national libraries should or could cooperate with libraries and librarians with a view to ensuring that they contribute to making national policies and programmes to respond to the country's needs. National libraries do consult users and library experts in many formal and informal ways, including the members of various advisory groups appointed by the government on the board of the directors of the national library. It is suggested that it is also important that the national library association be formally involved in some surveys, discussions and studies aimed at reviewing national library policies, services and procedures. Many national library associations appoint standing or ad hoc committees to discuss problems and recommend solutions (cataloguing standards, interlending, copyright, conservation, services to handicapped, statistics, etc.); national libraries can benefit from the work of such committees, as they can contribute to it, so that it is desirable that close relations be maintained between these committees and national library staff concerned with, or responsible for the activities covered by the terms of reference of these committees. In some countries, national libraries have been instrumental in getting national library associations organized, and some continue to lend them support. Is is suggested that, in such cases, associations should aim at achieving eventual independence from the national library so that the views of their members may be expressed more freely regarding the services and plans of the national library and that the association may act as a more efficient pressure group for the improvement and development of national library programmes. The same is true of specialized national library associations, such as associations of library schools, art libraries, medical libraries, law libraries, etc. Since national libraries are frequently called upon to represent the views of the nation's libraries at international meetings and on international working groups, their participation will be more representative of the views of the profession at large if library associations contribute to the development of national positions on matters under discussion. Conversely, national library associations are efficient vehicles to convey to their members information on national and international library policies, programmes and concerns.

6.5 National Archives

6.5.1 In most countries, the relations between national libraries and national archives are generally smooth and in some countries close cooperation exists between them in matters of mutual interest, such as conservation. The two institutions usually belong to the same ministry, which should facilitate cooperation and coordination. As time goes by, libraries and archives are gradually brought closer together by their respective use of some common technology (reprography, micrographics, optical disks, telecommunications technology, mass deacidification techniques, etc.), whilst their mandates become more distinct regarding the materials for which they are responsible. Nowadays, Jenkinson's definition of archives is generally accepted: "A document which may be said to belong to the class of Archives is one which was drawn up or used in the course of an administrative or executive transaction (whether public or private) of which itself formed a part; and subsequently preserved in their own custody for their own information by the person or persons responsible for that transaction and their legitimate successors".[2] Usually, such documents are acquired and preserved by national archives, at least when they are of national significance; in many countries, however, national archives must develop acquisition policies in cooperation with other important archives repositories (regional or provincial, public and private).

6.5.2 As was emphasized in paragraph 2.2.3, national libraries collect and preserve other categories of unpublished materials (manuscripts, letters, non-administrative documents) which are essential sources for the study and research of the history, culture, literature and scientific development of the nation. When the papers of major writers, artists, scholars and scientists are thus collected, national libraries make a definite contribution to international scholarship. It is in the area of the cultural and scientific development of the country that national libraries and national archives may have conflicting views and interests; it is accordingly desirable that state governments define as clearly as possible the collecting mandate of either, and that some mechanism be in place to resolve such conflicts as may arise from time to time. National libraries and national archives stand to benefit from friendly relations, as do their

respective users, as well as from close cooperation, including common projects, in the development and use of technologies suitable to serve their common and respective needs. It is also of benefit to many of their common users that both institutions be housed in near-by buildings.

6.6 It is suggested that

1. **With a view to ensuring that their services meet the needs of library users and of other libraries, national libraries seek, as appropriate, the advice of readers, libraries, experts, publishers and library associations, such consultation normally leading also to greater public support for their development.**

2. **National libraries should engage in research directly related to the improvement of services and they should enlist in such research the best experts from other libraries. They should also provide ad hoc training of key personnel from other libraries when new rules or procedures are adopted and promoted, but they should not normally be responsible for library education, which is the responsibility of academic institutions.**

3. **National libraries should promote and monitor the development of nationwide library networks, using the best technology available to facilitate the sharing of bibliographic information and documents; they should build upon pre-existing infrastructures, systems and networks and ensure that their services continue nevertheless to be available to libraries at various levels of technological development. The OSI model should be followed whenever possible.**

4. **The respective mandates of national libraries and of national archives should be clearly defined by legislation or regulations and an appropriate mechanism put in place to resolve possible conflicts. National libraries and national archives should cooperate in the development of techniques which they can both use, especially in the areas of conservation and text digitization.**

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1 Information Processing Systems - Open Systems Interconnection - Basic Reference Model: ISO 7498-1993, Geneva, ISO 1983. See Clement, H.E.A., Electronic Networking for Interlibrary Loan in the OSI Environment, IFLA paper (053-IL-2), Chicago, 1985, 19 p. - Durance, Cynthia J., Exploiting Technology to Build a Canadian Library and Information Nnetwork, IFLA Jounral, vol, XI, no. 4 (1985), p. 299-312. McCallum, Sally H., Linked Systems Project in the United States, id., p. 313-324.

2 A Manual of Archive Administration, Oxford, 1922, p. 11.

7. INTERNATIONAL RELATIONS

7.1 International exchanges

7.1.1 In the preceding chapters, mention was made of the international aspects of library operations and services: sharing of bibliographic data, especially in machine-readable form, the exchange of source records going a long way towards making the national imprint better known abroad and foreign publications better known at home; international lending to supplement access to information by making available publications not held in the country's libraries; contribution to, and use of, regional systems or world-wide databases, etc. Another international operation which is frequently managed by national libraries is the exchange of publications, especially the exchange of official publications, both the object of international conventions adopted at the tenth General Conference of UNESCO in 1958[1] and ratified by many countries. Publications are exchanged bilaterally between other libraries (e.g. university libraries exchanging the publications of their university presses, national academies, specialized institutes, etc.), but national libraries are in a uniquely strong position to engage in more general exchange agreements, as well as to exchange official publications, the required copies being obtained through legal deposit or other arrangements. Extensive exchange agreements are costly and, except for the largest libraries, are usually limited to publications from countries with which the country has developed and wishes to maintain close historical, cultural and scientific ties. The language of the publications is also a factor in deciding whether or not to enter into international exchanges. National libraries normally act as clearinghouses for these exchanges. This is a give and take proposition and national libraries should take into account the benefits of exchanges which are hopefully negotiated only when they are mutually beneficial.

7.2 International organizations and programmes

7.2.1 The international relations referred to in the previous paragraph are of an operational nature; they are library functions aimed at providing good services to users. There are other international relations of

concern to national libraries, which do not result in the immediate exchange of documents or data, but whose ultimate goal is the improvement of their availability across national borders, as a result of the development and implementation of policies, programmes, standards, rules, codes, procedures and tools which contribute to the enhancement of library services both nationally and internationally. International cooperation in the fields of libraries and documentation exists at both the governmental (UNESCO) and non-governmental (IFLA) levels, and both world-wide, as well as the regional level. National libraries are usually involved at all these levels, as countries are growing increasingly interdependent in the delivery of library services to a great many people and as it is realized that the multiplicity of systems in place for the storage and transfer of information makes efforts to interconnect them a necessity. Reference was made earlier to the goals of the UBC and UAP programmes principally promoted by IFLA with UNESCO's support, as well as to FID (some national libraries use the UDC classification, which needs periodical up-grading) and ISO for the development of standards.

7.2.2 In recent years, the various UNESCO programmes in support of libraries, archives and information have been integrated in the enlarged General Information Programme (PGI), which pursues in the broadest context the goals approved at the 1971 UNISIST Conference:[2] improvement of access to information through the adoption of modern technologies and of common standards to facilitate the interconnection of systems; the creation of national infrastructures, the improvement and extension of training for professionals and users; international cooperation for the exchange and flow of information. The PGI calls for the designation of focal points and the creation of national committees to support its objectives at the national level; in several countries, the national library is the focal point for PGI, and several more directors of national libraries serve as members or chairmen of national committees, thus ensuring that the national library plays a central and leading role in the development of policies and programmes at the national level best suited to maximize the effective use of the country's information resources for the benefit of all. Participation in UNESCO activities is normally at the governmental level, although from time to time the Director General appoints advisory councils and working groups on which experts serve in their individual

capacity. International non-governmental organizations also work towards the same objectives, and many experts from libraries around the world have made substantial contributions to their programmes, especially by serving on their technical committees and working groups.

7.2.3 As far as libraries go, IFLA is the most relevant of these international organizations as it includes within its structure a "Section on National Libaries", as well as other sections dedicated to specific activities of special interest for national libraries, such as Acquisition and Exchange, Cataloguing, Conservation, Information Technology, Interlending and Document Delivery, Official Publications, Rare and Precious Books and Documents, Serial Publications. There are also advisory committees for IFLA's core programmes. It is essential that the substantial voluntary contribution made by so many experts from national libraries be continued, as standards must be reviewed periodically and new ones developed as required by new technologies, and new techniques discussed and evaluated as they emerge. New programmes must be developed to meet new needs, and existing ones reviewed as needs change. The highly diverse activities of IFLA are now grouped under five core programmes - UAP, UBC/IM, preservation and conservation, transborder data flow, advancement of librarianship in the Third World - all of which are obviously of concern to national libraries.[3] Directors of national libraries should encourage and support (within existing resources, provided the success of national programmes is not jeopardized) their experts when they are invited by their peers to participate in the work of the various standing and special committees and working groups for the contribution they are expected to make. The directors of national libraries themselves should support and participate in IFLA's programmes, as appropriate, especially those of the Section on National Libraries, as well as in the Conference of Directors of National Libraries established in 1974, affiliated with IFLA, the goals of which are to develop closer cooperation between national libraries, as a result of discussions and studies at the directors' level and of cooperative projects aimed at refining policies, improving and coordinating programmes which are common to national libraries.

7.3 It is suggested that

1. **National libraries act as clearinghouses for the international exchange of publications, especially official publications.**

2. **National libraries support and participate in international library programmes, regional or world-wide, at the governmental level (UNESCO, ISO) and at the non-governmental level (IFLA, FID), especially by making experts available to serve on committees and working groups. The Directors themselves should also participate at their level, including IFLA's Section on National Libraries and the Conference of Directors of National Libraries.**

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1 Convention concerning the International Exchange of Publications and Convention concerning the international exchange of government publications. See Wanwijngaerden, Frans, Handbook on the International Exchange of Publications, Paris, Unesco, 1978, 165 p.

2 UNISIST. Intergovernmental Conference for the Establishment of a World Science Information System. Final Report. Paris, UNESCO, 1971, 60 p.

3 See IFLA Journal, vol XII, no. 4, (1986), a special issue on IFLA's core programmes. Also Wijasuriya, E.K., IFLA's Core Programme on the Advancement of Librarianship in the Third World, IFLA paper (182-ASIA.5), Tokyo, 1986, 20 p.

8. STATUS AND MANAGEMENT OF NATIONAL LIBRARIES

8.1 Legislation and regulations

8.1.1 The status of the national library among the country's libraries, as well as among other cultural and scientific institutions, does not always depend on its legal status. It may be high as a result of the quality of its collections and services, even when it is not governed by a strong act of parliament or detailed government decree; on the other hand, it may be rather mediocre if its performance leaves much to be desired although it may operate under a piece of legislation assigning to it a very ambitious role. The **official** status of national libraries varies considerably from country to country, as do the extent and quality of the services they provide; if they need resources commensurate with the needs of the country to perform their role adequately, it is also desirable that their operations be governed by an authorizing document which spells out clearly, and in some detail, its duties and its management structure. The majority of national libraries have been created and operate under an act of parliament, either a specific act dealing only with the library or a more general act governing several institutions, one of which is the national library. These acts vary a great deal from country to country, some dealing in some detail with all the main functions to be performed, as well as with the management and administration of the library, whilst others barely touch on them. The same variety is found among the government decrees governing national libraries in several countries. It is interesting to note that at least one library, the library of University of Helsinki in Finland, serves as the national library **by consensus**; it is governed by instructions received by the Chancellor of the University and yet offers more services than do some national libraries established by law or decree.

8.1.2 Two national libraries - the Library of Congress and the National Diet Library - are responsible to parliament, which they also serve as a privileged group of users, but national libraries normally report to national governments through a minister or through the deputy head of a government department; in either case, the practice varies, it could be those of Education, or Culture, or Science, or Interior, etc. When the

library is managed by a governing board, it is the chairman of the board who is responsible to either the minister or the deputy head, but in most cases this responsibility rests with the director of the library. Considering the great variety of political and administrative policies, systems and traditions to be found around the world, it would be futile to attempt to develop guidelines for the drafting of national library acts. The legal status of national libraries will never be standardized. It is possible, however, to list the main points which should ideally be covered in the authorizing document, act or decree, under which the library functions. If it is good such a document should give the institution greater stability and better management, as a result of a better appreciation of the duties (their limitations as well as their scope) of the library, its director, its governing board (where one exists), the minister or other official or body to whom either reports, and parliament itself (when a law exists).

8.1.3 National libraries, like other government departments or agencies, are also subject to general acts or decrees, such as the financial administration act, the public service employment act, the auditor general's act, etc.; should they be excluded from the application of these general acts in full or in part, such exemptions should be spelled out in the national library act or elsewhere. The same goes for government decrees. In any case, in countries where legislative traditions permit, it would appear preferable that the national library be created and managed by a piece of legislation, which normally contributes to giving it a higher official status, more stability and greater prestige.

8.1.4 Whether the authorizing document be a law or a decree, it should preferably be detailed enough not to lead to uncertainty or confusion as to the functions of the library or the duties of the director or such other official, without going as far as to put him in a strait-jacket. The functions covered may include any or all of the following: acquisitions and exchanges, cataloguing, the production of the national bibliography (current and retrospective); lending, reference and referral services; publishing, exhibiting; authority to enter into contractual agreements with other institutions and consortia regarding the sharing of publications and services; authority to dispose of surplus materials; legal deposit; coordination of other libraries under the same jurisdiction;

mandate to establish and manage branch libraries in other parts of the country; personnel management, including staffing, promoting and firing; financial administration, including that of trust funds, donations and gifts; management of lands and buildings, when appropriate. In some countries, the management of personnel, lands and buildings is assigned by law to other departments or agencies, part of which can be delegated to the library director or managing board. When the library is governed by its own act, provision can be made therein for the delegation of the authority to make regulations in respect of some clauses to the minister, the deputy head, the director or the governing board, as the case may be. The authorizing document should also mention who appoints the director (and sometimes the deputy director), the chairman and members of the governing board (as well as of an advisory council, if any). The respective authority and duties of all officials provided for in the act should also be defined in order to eliminate undue conflicts. Ideally, the director or the chairman of the board should be required to prepare (and hopefully publish) an annual report to give account of the state of the library and of its management. In short, it appears preferable to embody into the text of the act the general provisions regarding the functions and management of the library, and to provide for the adoption of regulations to deal with matters that are subject to changes which may require modifications more frequently, than would be advisable to go back to parliament for amendments to the act.[1]

8.2 Management and organization

8.2.1 Good management is facilitated by sound and clear laws and regulations, as well as by a good organization. Directors of national libraries and their senior staff naturally have different personalities and management styles, but they must fulfill their responsibilities in keeping with general policy directives issued by governments and within the constraints imposed upon them by legislation, decrees and regulations. As mentioned in the previous paragraph, the management of the library rests either on the director, who in turn delegates responsibilities to his assistants and the branch directors, or on the governing board, which in turn delegates to the director the day-to-day administration of the library. It is important that the respective responsibilities of the board

and of the director be clearly delineated, in order to prevent conflicts which would make good management virtually impossible. It is also essential that the responsibilities reserved for the minister which he does not wish to delegate either to the board or to the director be clearly identified and understood. This is also necessary throughout the library's structure, from the lowest to the highest levels of decision makers. Good management also implies that managers at all levels enjoy a certain degree of discretion in the management of both personnel and programme, within the limitations imposed by law or by a decision made at a higher level. A good manager delegates some of his responsibilities, but understands that he is accountable to a higher authority for the manner in which he and his subordinates perform their functions.

8.2.2 Participatory management is a sound practice, but the director of the national library is always the one who, in final analysis, is responsible for the success or failure of the various activities which constitute the library's programme. For the national library to develop in keeping with identified needs, it is essential that its director, who is the chief executive officer (even when there is a governing board), enjoy good relations with, and has the confidence of the government and especially of his minister, which normally results not only from his personal qualifications, but also from the efficient management of the library, including well documented plans for its development (usually five-year plans). It is also important for the director to establish good relations with his colleagues at large, especially with directors of large academic and public libraries, with a view to obtaining their cooperation and support in the development of the national library and of a nation-wide library network of which it is the central node. The director should accordingly not be only a good manager, but also a leader in his field.

8.2.3 A good director shall recruit competent staff to whom he will feel comfortable in delegating responsibilities. Most of the senior staff of the library should consist of professional librarians, but with the recent development of library technology and sophisticated administrative procedures, a large library requires also qualified specialists in financial and personnel administration, systems analysts and computer programmers, as well as experts in conservation and micrographics, publishing and

public relations. In many large national libraries with special collections in several languages, there would also be a need for subject and language specialists. When specialists are placed in charge of special collections or services, they should also have demonstrated that they possess at least satisfactory managerial skills so that their area of responsibility may fit in smoothly in the administrative structure of the institution.

8.2.4 It is also important that managers at various levels, however specialized the unit, section, division or branch under their control, be aware of the general policies and priorities of the library, so that they may contribute to and benefit from discussions at meetings, which should be held periodically at various levels to ensure that decisions made at senior levels benefit from the input from the base, and conversely that more junior staff be appraised of decisions which affect their work. Good communication in both directions contribute to the making of better decisions by managers at the appropriate level, as well as to the development of staff at all levels. Good staff morale cannot be maintained without good management or when personnel is not aware of the reasons why policies are pursued or modified, priorities or procedures changed, resources re-deployed to meet increased pressures or cope with new constraints. A good morale increases motivation and productivity.

8.2.5 Good management, good communications and good productivity are also facilitated by organizational structures based on a functional approach. There is no particular model of an organization which would be appropriate for all national libraries; those with a large number of collections and services require a more complex organization than smaller, developing libraries where a greater variety of functions can be effectively combined together under fewer managers. However, in most developed libraries one finds divisions based on the following basic functions: 1) acquisitions or collections development (which may include legal deposit, exchanges and disposal of surplus materials); 2) bibliographical services (which normally includes cataloguing, national bibliography, ISDS, and sometimes a unit dedicated to the development of bibliographic standards); 3) readers services (which may be divided into circulation, lending and reference, as well as into special units for special collections such as official publications, periodicals, newspapers,

rare books, children's books, music, etc.); 4) administration (to which reference will be made again later). In large libraries, the divisions of acquisitions, bibliographic services and readers' services are frequently part of a department of printed books (always the largest and the most heavily used), and smaller, separate departments may exist for manuscripts, music, maps, microforms, prints, films, etc. (and in countries with the roman alphabet, orientalia, cyrillic collections). In many cases, these separate departments have their own cataloguing units (or the staff develop some other finding aids), but now that ISBDs have been developed for special materials, and that cooperative databases for these are also being developed, it would appear preferable to centralize cataloguing in the bibliographic agency or, at least, to have the latter decide on standards to be followed by the staff of these special divisions.

8.2.6 The administration of national libraries has grown more complex and more sophisticated with the advent of programming and budgeting techniques, five-year plans, auditing, computerization and networking. The administration component (now usually much larger than it used to be) includes at the top the office of the director (and the secretariat of the governing board, if any). Larger libraries also have assistant directors to whom the various departments and branches report. The offices generally found in the administration component are personnel, finance, audit and planning, but conservation, public relations, publishing and exhibitions are frequently separate divisions with their own director. These offices have authority in their own area but must work closely with the various departments, branches and offices to fulfill their functions effectively. At times, some of them may delegate part of their responsibilities, for instance for staffing or expenditures control, but they must keep the ultimate responsibility and accountability in their area of competence. Two other offices (or one when the duties are combined) which may be part of the administration component are a systems office, and a networks office. In smaller libraries where only one operation is computerized for the time being, such as circulation or cataloguing or compilation of a serials list, there would be no need for a systems office: the library may buy the services of another government agency or a commercial firm, or have only one systems analyst and one

programmer in the unit in question. When the library plans to introduce computing into several basic operations, it is then desirable to establish a systems office with authority over the whole library with a view to increasing the efficiency of its services, controling costs by avoiding unnecessary duplication of processing and storage of data, and yet have data capable of supporting the main functions, from acquisitions and cataloguing to circulation and bibliographic search. Even when the library buys computing services from another institution or firm, a systems office is no less a necessity to help identify and formulate, always in close cooperation with the librarians, the computing needs of the services provided. The staff of the systems office also provide a necessary interface with the experts of the computer centre (when it is not part of the library) and monitor the application of the system or systems throughout the library. They should advise on the use of a main-frame computer, or of microcomputers for the various functions, aiming at the most cost-effective solution for specific problems and at the interchange of data whenever desirable with a view to ensuring the optimum sharing of information and to eliminating any unnecessary duplication of processing and storage. All this requires careful planning and study, systems tests and evaluation frequently resulting in programme modifications, with adequate participation of librarians, systems analysts and programmers, under the general direction and review of senior personnel. The systems staff should assist the operating staff in training in the use of computer systems and delegate to the latter responsibilities for the local management of operations.

8.2.7 The same participatory approach is required for the creation, development and monitoring of a nation-wide library network, involving this time the same key personnel, but also a networks office (which can be combined with the systems office or kept separate) and key personnel designated by other libraries participating in the network so that common policies, procedures and standards may be accepted and implemented to establish the systems interconnections necessary to make possible the sharing and exchange of information related to the services each library agrees to deliver in a network environment (all libraries not necessarily agreeing to participate with respect to all the same services). Network participation, when voluntary, should be governed by binding agree-

ments covering decision-making mechanisms and procedures, services or functions to be shared or performed in cooperation, and financial arrangements. Network development is usually a gradual process requiring expansion or revisions by consensus among freely participating libraries, but it also requires a catalyst (or leader, or as K.W. Humpheys put it: "a prime mover"), normally the national library. As for other library programmes, the creation of a nation-wide library network requires the approval and financial support of the national government.

8.3 The Director of the National Library

8.3.1 As can be surmised from the functions described in the preceding chapters and the management requirements of growing national libraries in an increasingly complex and dynamic information world, the director of the national library has a key role to play and must command high qualifications as a manager and as a leader. As was mentioned earlier, he must have the support of the government which controls the provision of human and financial resources, but he must also be accepted as a leader by the library world at large, and as a good manager by his own staff. The support of the government, and especially of his minister, is normally acquired by the responsible way in which he administers the human and financial resources for which he is responsible, by the support he gets from his colleagues in developing cooperation between libraries, and by the success he achieves in developing the services of the national library, and influencing those of other libraries, according to the national priorities promulgated by national governments. The support of his colleagues at large is obtained not only when he ensures that the national library services respond as well as possible to their needs and those of their users, but also when he contributes through sound policies and programmes to maximizing cooperation between other libraries of the country for the benefit of all. The support of his staff results normally from the sense of direction he gives them in the performance of their respective duties, their involvement in the elaboration of policies and procedures; good communications up and down (he should know how to listen before deciding, and then make sure that his decisions are clearly explained and understood); fair allocation of resources between com-

peting activities based on accepted and promulgated priorities and support of the staff in the performance of their duties.

8.3.2 Whether spelled out in an act or agreed upon by tradition, the duties of the director of the national library are usually many and complex, within the library, within the government (he frequently sits on committees dealing with education, culture and science), and within the country; but he also is frequently called to represent his country abroad, either for the discussion of library exchanges with other countries on a bilateral basis, or in international fora, be they non-governmental, like IFLA, or intergovernmental, like UNESCO. When the national library has a governing board, or when the country has a broader national commission with responsibility for all libraries, the director of the national library should always be one of its members, owing to the essential role played by the national library of which he is the chief executive officer.

8.4 Governing or advisory board

8.4.1 In several countries, the director of the national library is responsible to a governing board, of which he is also a member. The board is normally responsible for the adoption of general policies, distribution of funds and personnel among the various departments according to priorities, supervision of the programme, the director being accountable for the implementation of the board's decisions. In some other countries, there is an advisory council whose responsibility is to advise, either the minister or the director of the national library regarding the policies, programmes and management of the library, including its relations with other libraries. In either case, members are usually appointed by the minister, or the council of ministers, and the chairman especially must be a prestigious personality who has the ear of the minister and a good understanding of the important role the national library can play in the country. In a few countries, there is a national commission (or council) on libraries which is responsible for the development of library services throughout the country, including those of the national library over which it may have executive or advisory powers. The boards normally have the authority to appoint advisory councils or committees, on which

librarians and users are represented, to examine and advise on specific matters referred to them. It should be mentioned here that, in many cases, the director of the national library also appoints committees or working groups in order to obtain the point of view of outside experts on policy or technical matters under review. The director must lend the library's support to governing or advisory boards or councils so that they may perform their role effectively. In return, board members must support the director, who should always remain the chief executive officer of the library whose authority to implement policies and manage resources should not be encroached upon.

8.5 It is suggested that

1. **When governments draft a law or decree to govern the creation, management and programmes of the national library, the document should spell out its functions, the relative duties of the principal officials (the minister, the director and the governing board, if any); the responsibility for financial management, buildings and equipment, as well as for the appointment of members of the board and of the director; as well as of members of an advisory council, if any; the submission of annual reports and, if included in the act, the management of legal deposit. The act or decree should preferably deal with general matters and be supplemented by regulations dealing with matters subject to more frequent changes.**

2. **The director should involve his subordinates in the decision making process and delegate authority at the appropriate level for the management of programme, staff and finance. A hierarchical organization based on functions or services to be performed facilitates good management and good communications which are essential to high productivity and good morale.**

3. **National libraries should normally group the various general functions in departments, such as acquisitions and exchanges, bibliographical services and readers' services, and create other departments for special collections, such as manuscripts, music, maps, films, microforms, prints, etc., as needed. The administration**

component, in addition to the office of the director, normally includes offices for personnel, finance, audit and planning. Public relations, publishing, exhibitions and conservation are normally the responsibility of special offices. When computing is planned and used, a systems office should be established and work in close cooperation with the operating divisions. The development of a nation-wide network would be enhanced by the creation of a networks office to plan and coordinate the participation of all libraries involved.

4. The director should be a good manager and a natural leader to obtain the necessary support of his staff, his minister and the government and of the library community at large. The selection of a highly qualified director is crucial for the success of the institution.

5. There may be a governing board, or an advisory council, of which the director should be a member, reporting to the minister and responsible for decisions, or advice, on general policies, programme priorities, planning and supervision, but the director should be the chief executive officer responsible for the implementation and management of the library's programmes and his authority should not be encroached upon.

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1. Bagrova, I.Y., Legislative Foundations of the National Libraries Activities in Socialist Countries, IFLA paper (159-NAT-4), Tokyo, 1986, 40 p.

9. BUILDINGS AND EQUIPMENT

9.1 Buildings

9.1.1 For many generations, many national library buildings have been built to a large degree as monuments to celebrate the grandeur of the state or of the monarch (in Europe many national libraries have evolved from royal libraries, and several are still called royal libraries) or their aspirations, with limited attention paid to functional considerations. Many of these monuments, attractive as they may be, present many problems now that the services (including many new services) are offered to the public, and that they require much more staff as well as new equipment. More recently, a more functional approach has prevailed in building-planning, and several newer buildings have demonstrated that it is possible to reconcile a functional approach with the dignity which befits such a prestigious national institution. The national library is normally located in the capital city, usually in or near the centre of the city, and close to some other prestigious national buildings such as parliament, university, museum, etc. It has already been mentioned (para. 5.6) that there are great advantages in having the national library and the national archives close to one another, and both should preferably be in an area easily accessible to the public. When selecting a site, the government should select one which is large enough to allow for future expansion, which in some cases may make it impossible to locate the national library in an ideal central site and force its location in a more outlying area, hopefully one which is well serviced by public transportation.

9.1.2 Governments, when erecting a new national library building or extensions to an existing building should ensure that it is large enough to meet the staff, collections and readers needs for years to come, for it is always costly and disruptive to have to make frequent additions to cramped buildings. In the long run, without being extravagant, it is economical to plan and erect a national library building large enough to meet the needs of the next fifty years (or to adopt a modular approach and build a smaller building with a commitment to add modules as required). Governments should be aware that buildings that are too

small inevitably result in poorer services to readers, with parts of the collections and staff removed to other sites, sometimes quite distant, which also makes some operations more costly. The proposed functional approach should be based on the anticipated requirement of space appropriate for readers, for collections, and for the administrative and technical operations (acquisitions, cataloguing, conservation, etc.) Hopefully, adequate and dedicated space will be available for exhibitions, lectures and showings of films, and if the library is to have its own hardware and computer rooms. Allocation of space to various functions should take into account their interrelations; for instance, the acquisitions and exchanges divisions should be next to the national bibliographic agency. The main reading room should be easily accessible, as well as the catalogues and the reference staff. Owing to their conservation mandate, national libraries keep their collections in closed stacks, but a good reference collection should be kept in an open area accessible to both readers and staff. When, as a result of space shortage, parts of the collection must be moved to other buildings; these should consist of little-used materials and collections of lesser value (for these storage buildings unfortunately do not usually provide as good an environment for their conservation as the main building).

9.1.3 The national library building should be functional not only inasmuch as it makes possible an efficient use of the space available, but must also be equipped to control both temperature and humidity; the foundations and floors must be strong enough to support large, heavy collections (including some in compact storage) and computers (their rooms require air-conditioning). Special lighting should be installed in areas where library materials are kept or exhibited, or at least shields added to intercept harmful ultra-violet and infra-red rays not only from lighting but from the sun also (it is preferable that the collections be kept in window-less stacks). Security is a factor to be kept in mind at all times and this would affect the location of washrooms, elevators, stairways and, if one is planned, a cafeteria. It is the responsibility of the director of the national library to spell out in a well-documented brief all the functional requirements of the library and he should be involved in all phases of the work from its planning to its completion. He must consult his staff on their anticipated requirements, as well as colleagues

from other libraries who have been involved in the planning of recently-built libraries; in some cases, the services of a library consultant specializing in library buildings and equipment may be retained for the whole duration of the project. A group comprising the director, the architect, the consultant and some government representatives may also visit some recently-built library buildings to collect information and ideas before finalizing the necessary brief. The plans should take into account inevitable future changes in the allocation of space, as collections, staff and services grow, and be flexible enough to accomodate future developments without destroying the functional approach. The architect, or preferably the architects' firm whose members would collectively possess the varied expertise required, may be appointed with or without competition in keeping with the government's practice, and must be clearly given to understand that the director's participation is essential to the success of the project. The director, assisted by selected members of his staff, must accordingly give his full attention to the project and ensure that it is pursued and completed in such a way as to meet the functional needs of the institution and yet result in an attractive building in which all can take pride.

9.2 Equipment

9.2.1 There is too much equipment needed in a large library to even begin to discuss all the requirements here. However, it should be emphasized that careful attention should be given to the selection of shelving, which should be strong and flexible, including compact shelving; bindery equipment and tools, reprography equipment and readers for various types of microforms, cameras (if the library is to produce microforms), special equipment to use non-book materials, electronic media, such as film projectors, cassettes and video recorders/players, as well as storage units for these; CD-ROMS, etc.; word processors (which can also be used very inexpensively to produce small publications for distribution, as well as for internal communications), etc. The terminals required in the various working and public areas will be determined by the computer and software used either for internal processing or for accessing external systems. The OSI approach can substantially reduce the number of diverse terminals needed. Since it is

impossible to foresee exactly the future location of all terminals in use, it is desirable to equip the whole building with adequate wiring from the start.[1] The equipment needed will be determined by both the types of materials collected and the services and functions performed. For instance, the requirements of the bindery will vary considerably depending on whether it is a full conservation unit or simply a repair unit. Similarly, other conservation units (for films, prints, drawings, photographs, etc.) would require special equipment.

9.3 It is suggested that

1. **New national library buildings be functional, centrally located or, at least, easily accessible, large enough to meet the needs of at least two generations; the space allocated to the various units in the light of both users' convenience and interrelations between operations, as well as security requirements; air-conditioned with humidity control, all of which requires close cooperation between the architect and the library director and staff. These suggestions also apply to modifications or additions to existing buildings.**

2. **The necessary equipment should be acquired to assure the preservation and availability of the diverse materials held, as well as the other functions of the various divisions, technical or managerial.**

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1 Thompson, A., Some Recent Trends in National Library Buildings. Libri, vol XXIV, p. 69-77.

10. LIBRARIES WITH A DUAL FUNCTION

10.1.1 Mention has already been made of the dual function of the Library of Congress in Washington and of the National Diet Library in Tokyo which are at the same time the legislative libraries of their respective parliaments and the national libraries of their countries. The Helsinki University Library and the Jewish National and University Library of Jerusalem also perform a dual role in respect of the university and the nation. The National Diet Library has the official mandate to serve firstly the Diet, secondly the government and the judiciary, and thirdly the general public. The National Diet Library, as is well-known, was established after World War II along guidelines recommended by a consultant who was a senior officer of the Library of Congress, Verner W. Clapp; hence it is not too surprising that it was given the same dual function as is performed in Washington. Both libraries have special research branches at the service of the legislators and their staff, and enjoy very close relations with their respective parliaments which seem to have served them well when the governments of the countries were cutting budgets, staff and programmes at times of financial recession. It would appear though that, when they had to suffer such reductions, these affected more their services to the nation than those specifically dedicated to legislators. Be that as it may, their dual status is exceptional among the national libraries of the world and is not likely to be copied elsewhere, although mention should be made that in Sweden the parliamentary library in Stockholm provides nation-wide information in the social sciences, but does not act as the national bibliographic agency which is done by the Royal Library for all subject areas. Elsewhere, national libraries are government institutions serving the country at large, except for some university libraries which also act as national libraries in addition to serving faculty and students.

10.1.2 There are more instances that a dual function is performed by a university library than by a legislative or public library. This arrangement is less frequent in the industrialized world than in the developing countries where, owing to lack of human and financial resources, an existing university library is assigned some national functions rather than duplicating collections and buildings at great cost. These empirical

solutions may be interim ones, or more permanent ones as the case may be, and each country is at liberty to find the solution most appropriate to its circumstances, resources and needs. The advantages and disadvantages of this dual function assigned to university libraries have not been well documented, in spite of the fact that Curt Wormann, commenting on the 1958 UNESCO Symposium on National Libraries in Vienna, suggested that such a study should be undertaken for the guidance of governments and universities.[1] True, the IFLA sub-section on University Libraries conducted an inquiry on the subject which led to the publication of an article on the subject by Matko Rojnicm,[2] and more recently the topic was taken up again by S.B. Bandara,[3] B. Rugass,[4] and K.J. Mchombu.[5] They provide useful information on several such arrangements, but fall short of making firm recommendations, and on the basis of the information presently available in the library literature it is not possible to propose precise and useful guidelines regarding the establishment, development and dual function of university libraries also acting as national libraries.

10.1.3 There would be inevitable conflicts at times, however, between the needs of the faculty and students and those of people at large, and when university libraries have collections on open shelves, their conservation role would be threatened unless a separate collection is maintained for national imprints. This is even more of a problem with a central public library. However, some other significant facts mentioned hereunder may be of some avail to governments contemplating such an arrangement or examining whether such an arrangement should be terminated and a separate national library established. Several university libraries have been assigned, at least partly, the role of national libraries, not only in Europe (Oslo, Helsinki) and in Israel, but also in a few countries in the developing world, such as those of Makerere (Uganda), Nairobi (Kenya), Dar-es-Salam (Tanzania) and they usually receive legal deposit and publish national bibliographies. It is worthwhile to note, however, that since their independence, small countries with limited resources have selected to establish separate national libraries (Bangladesh, Congo, Ethiopia, Gambia, Ivory Coast, Jamaica, Mauritania, Papua New Guinea, etc.), even if these libraries cannot from the start perform all the traditional functions, but will hopefully do so

gradually as the country and its national institutions develop. The advantages and drawbacks of other interim arrangements (national subject libraries, national library commission) have been discussed by Mchombu,[5] as well as the possibility of an inter-regional national library (shared by several countries) which may make economic sense but may be politically difficult to accept.

10.1.4 Examples will be given in the next chapter of sharing of responsibilities between some national and university libraries, which could possibly be followed when countries cannot afford to duplicate some resources and services. But of the 105 national libraries existing in 1986, 97 were seperate libraries. In conclusion, the Norwegian case should be mentioned here. The Royal University of Oslo Library has been for most years the national library of Norway and still performs most national services: legal deposit, national bibliography, interlending, etc. However, in 1969, a new office was established headed by a national librarian, responsible for developing policies and programmes for the coordination of research collections, cooperative cataloguing, creation of a computer-based national information system, promulgation of library standards, coordination of union catalogues and interlibrary loans, conservation, and international cooperation. In other words, the University Library continues to provide library services to the country, but the national librarian and his staff, assisted by advisory councils, are responsible for the planning and monitoring of nation-wide services provided by the country's research libraries, including the University of Oslo Library.[6] In 1984, a government report recommended the establishment of an independent national library.

10.2 It is suggested that

1. **National libraries should preferably be separate institutions with a clearly defined mandate to provide nation-wide services. When attached to another institution (parliament, university), the services provided to the mother institution should not prevail on national services or have a negative effect on them.**

2. **When national libraries are planned in small countries with limited human and financial resources, unnecessary duplication of efforts and funds may be avoided by designating, at least on an interim basis, the largest university library as the de facto national library and giving it the necessary additional resources to perform for the country at large at least the functions answering the most pressing needs; if a more decentralized approach is adopted, the mandate of each institution should be clearly defined and supported by adequate funding.**

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1 National Libraries in Our Time: The UNESCO Symposium on National Libraries in Europe. Libri, vol. IX, no. 4 (1959), p.

2 University Libraries in a Double Functions. Libri, vol. XVI, nol. 2 (1966), p. 140-147.

3 Can University Libraries Serve the National Library Role in Developing Countries. Libri, vol. XXIX, no. 2 (1979), p. 127-143.

4 Rugaas, B., National and University Libraries: Relations on the National and International Levels, IFLA paper (133-GEN-1), Chicago, 1985, 8 p.

5 Mchombu, K.J., Alternatives to the National Library in Less Developed Countries, Libri, vol. XXIX, no. 2 (June 1979), p. 227-249.

6 Tveteräs, Harald R. A National Agency for Library Planning and Coordination: Riksbibliotekgenesten in Oslo. UNESCO Bulletin for Libraries, vol. XXIV, no. 3 (1970), p. 139-142.

11. CENTRALIZATION OR DECENTRALIZATION?

11.1.1 In most countries, all the important functions normally assigned to a national library (see para. 1.1) are fulfilled by a single institution, be it called national library, royal library, British Library, Library of Congress or whatever. It does not follow that it necessarily answers all the nation's needs nor that it is the principal back-up service in all the highly specialized fields of knowledge and research that have recently developed. It is usually the one with the most complete and diversified collections in the country and the one which provides the most comprehensive services to both the readers themselves and to other libraries, but even when its collections are encyclopaedic, they are supplemented by those of highly specialized documentation centres or libraries supporting special schools, research institutes, industries, etc. But in most countries, the basic, general role attributed to national libraries is played by a unique, centralized institution.

11.1.2 There are, however, exceptions, and in several countries the national library services are more or less decentralized, usually by disciplines rather than by functions. There are also cases where there are several "national" libraries as a result of the unification into a single country of several republics or kingdoms, each already having a central library, such as Italy or Yugoslavia; or the division of a country into two or more countries. Experience has shown that the multiplication of "national" libraries on the basis of geography or language (which sometimes coincide), as is the case in Yugoslavia (each republic having its own "national" library), may present some local advantages inasmuch as each library (which is to all intents and purposes a regional library) is closer to the population it serves; but it also offers real disadvantages since none of them has the mandate to provide nation-wide services or to participate effectively in many international programmes. The situation would present similar shortcomings in Italy, were it not for the fact that two of the eight "national" libraries have been designated as "National Central Libraries" -- the National Central Library in Florence, which has been assigned the responsibility of producing the national bibliography, and the National Central Library in Rome, which maintains a national union catalogue and houses the national centre for interlending. When

Germany was divided into the Federal Republic of Germany and the German Democratic Republic, after World War II, some redistribution of responsibilities was made necessary, some libraries continuing to perform the same functions for one country or the other (the Deutsche Bücherei in Leipzig collects German publications from all countries and produces a comprehensive bibliography of books in the German language, and the Bayerische Staatsbibliothek in Munich collects books from all parts of the world and is one of the centres for interlending). Also, new libraries were established to perform some of the functions of national libraries: the Deutsche Bibliothek in Frankfurt-am-Main collects German publications and publishes the national bibliography of the FRG, the new Staatsbibliothek Preussischer Kulturbesitz in Berlin (West) has an encyclopedic collection of foreign material and is the national centre of the FRG for international exchanges and loans, whilst the Deutsche Staatsbibliothek in Berlin (East) performs similar functions for the DDR.

11.1.3 Other forms of decentralization are found in Denmark where the Royal Library is the national library and performs all the usual functions with respect to Danish publications, but shares with the University of Copenhagen Library the responsibility for acquiring and making available foreign publications, the former being responsible for the humanities, the arts and the social sciences, the latter for the natural sciences and medicine. An unusual feature is that the director of the Royal Library is also the director of the university library. A similar distribution of responsibilities for reference and lending services between the same groups of disciplines is also found in a number of other countries: in Canada, where the National Library provides nation-wide information services in the social sciences and humanities, and the Canada Institute for Scientific and Technical Information (CISTI) in science, technology and medicine; in India, where nation-wide services are assured by the National Library (humanities, arts and social sciences), the Central Medical and Law Library and the Indian Scientific Documentation Centre; in Indonesia, where four separate national services exist for (1) science, (2) agriculture, (3) medicine and (4) humanities and social sciences; in the USA, where there is a National Library of Medicine and a National Agricultural Library in addition to the Library of Congress which has substantial collections in medicine and agriculture as well as in all other

disciplines; in the USSR, where nation-wide services are provided not only by the Lenin Library but also by the State Public Library for Science and Technology of the USSR. On the other hand, there are many countries where the national library provides services in all disciplines (Belgium, Australia, China, Colombia, Finland, Norway, Peru, Thailand, USA, etc.) and where previously independent libraries with specialized or general collections have been unified into a single national library, such as in Czekoslovakia and the United Kingdom. In 1959, the National Library, the University Library, the Slavic Library and the Central Economic Library were brought under the authority of the much enlarged State Library of the USSR. In the UK, the creation of the British Library in 1973 is a rather extraordinary achievement when one considers that it resulted from the amalgamation of such independent institutions as the British Museum Library, the National Central Library, the National Lending Library for Science and Technology, together with the British National Bibliography Ltd. (a private company) and the Office for Scientific and Technical Information, all reorganized as a single library under a single authority. The newly created divisions were based on a functional (as opposed to a subject) approach: the Reference Division later renamed Humanities and Social Sciences, the Lending Division (later renamed Science, Technology and Industry, and located in Boston Spa), the Bibliographic Services division, the Central Administration and a research and development department. More recently, the separate National Sound Archive and the India Office Library were also transferred to the British Library. As pointed out by its first Chief Executive, Sir Harry Hookway, the British Library was given the mandate and the resources to "cover information services of all kinds, and ... all subject fields"[1]; it also receives funds to make grants to other libraries to conduct research projects related to the development of a nation-wide information network supported by a strong central node, as well as for cataloguing or conserving their collections to ensure their availability.

11.1.4 Whether a more centralized or a more decentralized approach is adopted by the government, it is imperative that the respective mandates of the institutions responsible for the delivery of national library services be clearly defined so that no serious unnecessary duplication or

conflicts develop between them, and also as much cooperation as possible be encouraged between them so that their respective services be as fully complementary as possible. In either approach, the national library is the leading institution or, as K.W. Humphreys put it, "the prime mover".

11.2 It is suggested that

> **Whether national library services are provided by a single, central national library, or the responsibility is divided among two or more institutions on a subject or function basis, the national library should be the leading library and the one responsible for promoting cooperation among the country's libraries.**

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1 National Library Planning in Britain, in Vosper, R and Newkirk Leone, National and International Library Planning, Munchen, Verlag Dokumentation Solur, 1976, p. 47.

12. FINAL REMARKS

Ideally, every country should have a national library to gather, preserve and make known its written heritage, thanks to legal deposit, conservation policies and reference and lending services; it should also be the driving force behind nation-wide cooperative acquisition plans, cataloguing schemes, union catalogues and interlending networks aimed at facilitating and expediting access to the resources of the country's libraries for those who may need them anywhere. It should also be responsible for making available to readers from other countries items from the nation's literature not otherwise available in those countries (excluding those not appropriate for lending), and alternately to borrow foreign publications not knowingly available in the country. Its director should normally be the principal spokesman of the country on library matters at international library meetings, and its experts called upon from time to time to participate in national and international committees and working groups charged with the responsibility of developing national and international programmes, standards and procedures aimed at facilitating the cost effective sharing of the nation's and of the world's bibliographic data and publications. Its international role is the logical extension of its national mandate. In most cases, it occupies "the leading place" among the country's libraries "due to the extent and encyclopaedic character of its collections, the variety of the material held and the diversity of specialized departments and services",[1] but in some countries the responsibility for providing nation-wide reference and lending services in some disciplines may be given to some other appropriate institution. The national library should, however, be "the prime mover" in library matters and be responsible for the gradual development of a nation-wide library network, based not on centralization but on sharing, eliminating as much as possible unnecessary competition and duplication, which requires coordination and leadership.[2] The information world is dynamic and expanding and new technologies are constantly developing to assist in coping with the enormous problems posed by the massive increase in the amount of text and other data to be stored and retrieved to serve a clientele growing not only in number but also in sophistication. This is a challenge to be met and an opportunity for national libraries to play their role better than ever before. To succeed in doing so, they must enjoy the strong support of

the government, the cooperation of the other important libraries of their countries, develop collections and services commensurate with needs not normally satisfied from other library sources. An adequate staff with professional and academic stature is essential to manage and run the institution charged with such an essential task as preserving the nation's collective memory, and ensuring the satisfaction of the citizens' needs in their cultural and scientific endeavours so essential to their self-improvement and to the country's future progress and development.

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1 Liebaers, Herman, The Needs of National Libraries as Regards Professional Training, in National Libraries: Their Problems and Prospects... Paris, UNESCO, 1960, p. 27.

2 Bryan, Harrison, Australian Library and Information Services. International Library Review, vol. VII, no. 2 (1975), p. 121-127.